



**Country Strategy Paper**  
**2007-2010**  
Evaluation

**Zambia**

 **Irish Aid**  
An Roinn Gnóthaí Eachtracha agus Trádála  
Department of Foreign Affairs and Trade

**Ireland's  
commitment  
to a world  
without poverty  
and hunger**

**Mokoro**  




Lake Tanganyika

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“ Irish Aid is perceived as a strong and flexible partner by the Government of the Republic of Zambia and other Cooperating Partners... Despite being a small donor, Irish Aid has provided a significant contribution to achieving development results in Zambia ”

**Evaluation of the Irish Aid  
Zambia Country Strategy Paper  
2007-2010**



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# Preface

This evaluation of Irish Aid's Country Programme in Zambia is one of a series of evaluations commissioned by the Evaluation and Audit section of the Department of Foreign Affairs and Trade of the Government of Ireland. The Evaluation and Audit section holds a remit to commission independent external evaluations of strategic importance to the mission of the Department. The Country Programmes of Irish Aid (IA), a division within the department, constitute an important and strategic element of the government's official development assistance and are therefore evaluated on a regular basis to fulfil the accountability requirements for the expenditure of public funds and to enable lesson learning across Irish Aid and the wider department.

The evaluation was carried out by a team of independent consultants, Mokoro Ltd. The evaluation focuses on the Country Programme performance during the period 2007-2010 with the main field work being carried out in February-March 2011. The Evaluation & Audit section would like to thank the evaluation team, the staff within ministries and agencies of the Government of the Republic of Zambia, other Development Partners (DP), and all colleagues in the Zambia mission and in Headquarters (HQ) in Ireland for their valuable support and input into this evaluation.

The Government and people of Ireland have a long and successful association with Zambia through its official development assistance, the work of Irish missionaries and the work of many Irish Non Governmental Organisations, schools and higher level educational institutions, and increasingly through Irish based private sector enterprises. This evaluation will help the Government of Ireland, through Irish Aid and in collaboration with the Government of the Republic of Zambia (GRZ), to plan for a positive and fruitful future in Zambia in a rapidly changing world. The response of Irish Aid management to the specific recommendations in this report are annexed.

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February 2012

# Abbreviations and Acronyms

AAA	Accra Agenda for Action	OECD-DAC	Organisation for Economic Co-operation and Development, Development Assistance Committee
ADCs	Area Development Committees		
AIDS	Acquired Immune Deficiency Syndrome		
BESSIP	Basic Education Sub-Sector Plan	PEMFA	Public Expenditure Management and Financial Assessment
CP	Cooperating Partner		
CPG	Cooperating Partners Group	PFM	Public Financial Management
CPI	Corruption Perception Index	PPE	Policy Planning and Effectiveness
CSO	Civil Society Organisation	RDCs	Regional Development Committees
CSP	Country Strategy Paper	RRP	Recognising and Reaching the Poorest
DAIP	District Annual Investment Plan	RWSSP	Rural Water Supply and Sanitation Programme
DFID	Department for International Development (UK)	SAG	Sector Advisory Group
DoL	Division of Labour	SIDA	Swedish International Development Cooperation Agency
DP	Development Partner		
DS	Development Specialist	SNDP	Sixth National Development Plan
EC	European Commission	SWAp	Sector Wide Approach
EFA/FTI	Education for All Fast Track Initiative	TBS	Targeted Budget Support
EU	European Union	UN	United Nations
FNDP	Fifth National Development Plan	UK	United Kingdom
GDP	Gross Domestic Product	US	United States
GFATM	Global Fund for AIDS, Tuberculosis and Malaria	WB	World Bank
GIDD	Gender in Development Division	WHIP	Wider Harmonisation in Practice Initiative
GTI	Deutsche Gesellschaft für Internationale Zusammenarbeit	WILDAF	Women in Law & development in Africa
		ZGF	Zambian Governance Fund
GRZ	Government of the Republic of Zambia	ZNAN	Zambia National AIDS Network
HDI	Human Development Index	ZOCS	Zambia Open Community Schools
HIV	Human Immunodeficiency Virus		
HoD	Head of Development		
HoM	Head of Mission		
HQ	Headquarters		
IA	Irish Aid		
IOB	Policy and Operations Evaluation Department, Ministry Foreign Affairs, Netherlands		
JAR	Joint Annual Review		
JASZ	Joint Assistance Strategy Zambia		
MAPs	Multi Annual Programme Schemes		
MDWLL	Making Development Work at Local Level		
MCDSS	Ministry of Community Development and Social Services		
MDG	Millennium Development Goal		
MfDR	Managing for development results		
MoE	Ministry of Education		
MISA	Media Institute of Southern Africa		
MoESP	Ministry of Education Strategic Plan		
MoU	Memorandum of Understanding		
MP	Member of Parliament		
MTR	Mid-Term Review		
NAC	National AIDS Council		
NGO	Non-Governmental Organisation		
NIF	National Implementation Framework		

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# Executive Summary

## Background and Methodology

S1. This report presents the findings and conclusions of an independent evaluation of the Irish Aid Zambia Country Strategy 2007-2010. The purpose of the evaluation is to provide Irish Aid with an independent, evidenced-based, objective assessment of the Country Strategy. The stated goal of the Country Strategy 2007-2010 was to *'contribute to the reduction of chronic poverty and inequality in Zambia in partnership with Government and other donors'*.

S2. The evaluation was undertaken in three phases. The inception phase which involved desk research, telephone interviews and an Interim Report, the field work phase in Zambia and the final report writing phase. The evaluation used an enquiry approach that looked at the performance of the strategy according to four key categories of development. These are **Strategy, Processes, Results and Management**. Contribution analysis was the main methodological underpinning for the evaluation. Contribution analysis aims to demonstrate whether or not the evaluated intervention is one of the causes of an observed change. This provides a way of assessing the extent to which it is plausible that Irish Aid interventions have contributed to change in the areas in which they have been working.

S3. The Irish Aid Zambia Country Strategy 2007-2010 was designed and implemented around four key areas of work (or Pillars);

- a. *Achieving a More Effective Approach to Education:* working closely with the Ministry of Education (MoE) and other partners, Irish Aid sought to improve the effectiveness and capacity of institutions and systems to address access, quality and equity issues in primary education.
- b. *Building Good Governance:* working with parliamentary structures and Zambian Civil Society, this part of the programme aimed to address issues of state accountability for and citizen participation in national development processes.
- c. *Recognising and Reaching the Poorest (RRP):* working with government and Zambian Civil Society, this area of activity aimed at ensuring development processes responded to the needs of the chronically poor and vulnerable, women and children and that issues of gender and HIV/AIDS were prioritised across all areas of the Irish Aid programme.
- d. *Making Development Work at the Local level:* working in Zambia's Northern Province (where Irish Aid has a sub office at Kasama) and also with government at the central level, this element of the Country Strategy focused on improving the planning and delivery of services at the local level and on using lessons learned to help inform national policy dialogue.

Given that some 60% of expenditure within the Country Strategy during 2007-2010 was allocated to the Education component, the evaluation team allocated a proportionate level of evaluative effort to this important area of activity.

## Evaluation Findings

S4. The findings of the evaluation are presented under the four areas of enquiry prescribed within the methodology: Development Strategy, Development Processes, Development Results and Development Management. The evaluation team also presented a summative opinion regarding Irish Aid's overall contribution to the reduction of poverty and inequality in Zambia during the period of the Country Strategy 2007-2010.

### Development Strategy

S5. The evaluation team finds that the Zambia Country Strategy made appropriate choices to address poverty and inequality based on in-depth analysis. The strategy was informed by a thorough analysis of issues related to political economy, poverty, vulnerability and governance in Zambia. This drew on Irish Aid's own experience of long-term engagement in Zambia and also analysis undertaken by other partners. The Country Strategy was also strongly aligned with the priorities of the Government of Zambia and Irish Aid objectives.

S6. The design of the Country Strategy was not as efficient as it could have been, due to the range and type of areas of work included, the lack of connection and learning between these areas, and the poor integration of important cross cutting issues such as gender and HIV/AIDS. This resulted in a programme design that did not link outputs to objectives and objectives to outcomes very effectively. Although the five underpinning 'ways of working' designed to link the programme components were a useful addition to the programme, in the case of *lesson learning* there was no formal system put in place to implement this strategy.

S7. The original results framework included was not adequate for the task, but the later development of a new results framework was important in focusing the programme on results. On the other hand, constant changes to the framework created confusion over which objectives and activities should be focused on. Also given that the logic model which outlined the overall theory of change of the Country Strategy was developed after the results framework, this was not particularly useful. Finally, the results framework is not well linked to the overall Irish Aid reporting system such that outcomes have not been systematically monitored at a corporate level.

### Development Processes

S8. The evaluation team concludes that Irish Aid has contributed significantly to the Paris-Accra principles and has been a key driver of the aid effectiveness agenda in Zambia. Irish Aid has been active at a higher level to promote these principles and has provided a valuable contribution through the provision of financial resources and staff time to take forward initiatives. Irish Aid has also made considerable efforts to enhance aid effectiveness by using country systems where possible and joint funding mechanisms with other partners.

S9. Most of the Irish Aid programme has been designed in collaboration with the Government of Zambia and other partners, which has been an important strength of the programme. Nearly all Irish Aid activities are jointly funded which increases coordination, produces leverage through joint efforts, and reduces overall costs. It should also be noted that while this is a strength there are also drawbacks, as Irish Aid in Zambia still works with too many partners despite making efforts to reduce these. This in turn puts substantial pressure on staff time and resources that are already overstretched.

### Development Results

S10. There has been progress made towards achieving results and analysis of the achievements of the Irish Aid programme indicates that progress has been made towards achieving the overall goal of the Country Strategy, which is to *reduce chronic poverty and gender inequality in Zambia*. Despite there not being up to date information on trends in poverty in Zambia, this finding is illustrated by results that show a fall in the number of children under five dying per year and in decreases in the number of people contracting HIV/AIDS in Zambia. Evidence also indicates that progress has been made towards ensuring that the high level intended outcome of the Country Strategy, formulated as *national policy and delivery systems are more focused on chronic poverty, gender inequality and vulnerability*, is being achieved. Results of work in this area in education show that there has been a decrease in the number of pupils per teacher, more children completing basic education and an increase in the number of girls in school. Other results directly observed by the evaluation team indicate that there has been an increase in access to water by people in the Northern Province of Zambia due to Irish Aid's work in this area.

S11. A second Country Strategy high level intended outcome which has achieved good results is the work to *increase the capacity and space for civil society to engage*

*in national development processes.* This has been achieved through supporting civil society to contribute ideas to the Government of Zambia Sixth National Development Plan (SNDP). Funding civil society organisations (CSOs) has enabled them to raise and discuss issues with the Government that have an impact on poverty in Zambia. Examples include civil society work in the recent elections to raise awareness among voters of the importance of the elections.

S12. There has been mixed progress in achieving the third high level intended outcome of making *Government Institutions more coherent and accountable for pro-poor development results.* There have been improvements in governance in Zambia as evidenced by significant gains in its Worldwide Governance indicator for Voice and Accountability and its Transparency International Corruption Perceptions Index. However the failure to roll out the national decentralisation process as expected has delayed the development of accountability at and the flow of funds to the local level. While there has been success in establishing a monitoring and evaluation system for HIV/AIDS in all 72 districts in Zambia, the intended establishment of a monitoring and evaluation framework for gender mainstreaming has not yet been achieved.

Further results for the main areas of work (or pillars) of the Country Strategy are presented below.

### **Achieving a More Effective Approach to Education**

S13. The findings of the evaluation with respect to education are generally positive. The overall goal that Irish Aid pursued in the area of education was relevant to the priorities and the context at the time and built on areas of added value that Irish Aid had identified. Irish Aid's contribution has been most effective in two of the four approaches to education it chose to focus on, namely in its efforts to mainstream gender and vulnerability in education, and in its support to civil society organisations. Considerable time and commitment was put into aid effectiveness within the education sector. However progress in this area has been disappointing. Nonetheless, the Irish Aid co-lead role has been much valued by partners.

### **Recognising and Reaching the Poorest**

S14. Overall, this area of work has made some progress towards delivering results, particularly in strengthening government institutions and in working with civil society organisations where its value added can be clearly seen. Success has been mixed in mainstreaming gender and HIV/AIDS into government policy. Less attention has been paid to HIV/AIDS than gender in Irish Aid's own programmes.

### **Making Development Work at the Local Level**

S15. This area of work has made some progress towards achieving its objective *to strengthen government structures at district and provincial level.* However, it is unknown whether support to district councils and support to civil society organisations is being translated into better services for local communities due to a lack of monitoring systems. The second objective, *monitoring and tracking of activities to inform national level dialogue,* of this work area has not been achieved. Although some activities took place later in the period, such as the tracking study on education in Northern Province there has not been a systematic attempt to develop actions in support of this objective.

S16. Despite this, the changes implemented after the 2009 review of programmes in the Northern Province appear to have significantly improved programme implementation and the programme now has the potential to be valuable in the next Country Strategy if it is supported by sufficient resources and mechanisms are put in place to achieve objectives.

### **Building Good Governance**

S17. The governance programme area has worked well. The support provided by Irish Aid to community radio stations to raise awareness of important issues locally has been particularly effective. In addition the support provided to assist Members of Parliament and Parliamentary Committees has helped to improve their oversight function. Governance has also been successfully mainstreamed into other areas of work. A particularly useful aspect of this area has been the support to both the demand and supply side for governance and work with civil society organisations to support advocacy given the weak level of governance in Zambia. There are however some issues with sustainability of activities given the over reliance on a small number of partners funding civil society related activities.

### **Development Management**

S18. The evaluation team found that issues with programme management hindered the efficiency and effectiveness of programme implementation, which had a corresponding impact on development results. This was due to management resources being less than originally expected due to the lack of a second Development Specialist (DS), challenges from introducing a new Country Strategy, the Managing for Development Results (MfDR) initiative, phasing out programmes, as well as logistical problems regarding Northern Province. Differences in management style also led to insufficient communication between Lusaka

staff and senior management in the first half of the Country Strategy.

S19. This led to key components of the country strategy not being undertaken such as the lesson learning strategy, too much time devoted to other areas such as the development of the results framework and no reassessment of staffing constraints and the possible need to refocus the country strategy. In particular, formal lesson learning despite being a key objective of the Country Strategy and a strategy that underpinned it, as well as a strong recommendation from the previous country strategy evaluation, has not been addressed.

S20. The evaluation team notes that programme management in both Lusaka and Northern Province has recently improved, both of which now have more effective systems, communication and more transparency. However, issues still remain regarding the lack of management staff and the number of programmes and partners that Irish Aid in Zambia need to engage with.

***Overall contribution of the Irish Aid Country Strategy 2007-2010 to the reduction of poverty and gender inequality in Zambia?***

S21. The evidence from this evaluation indicates that Irish Aid has made a range of contributions to the reduction of poverty and inequality in Zambia. In its choice of interventions the Country Strategy made appropriate poverty reduction choices based on in-depth analysis. It was also closely aligned with Government of Zambia plans and strategies and Irish Aid corporate priorities. The Country Strategy design was not as efficient as it should have been. This, combined with management issues, resulted in programme implementation that was not, in practice, as effective as hoped for. Despite this, the country strategy has made progress in achieving results. Analysis of the results framework indicates that progress has been made towards achieving most key work area objectives and towards the overall goal of a reduction in chronic poverty, HIV/AIDS and gender inequality in Zambia.

## Selected Recommendations<sup>1</sup>

### **Programme design and focus**

S22. Given the change in international context and domestic environment there is a need to consider where Irish Aid can most effectively add value in a context where there are likely to be fewer partners, fewer opportunities to advance an aid effectiveness agenda, a more difficult environment for the media and civil society organisations and where dialogue with government at central level is likely to remain difficult.

S23. There will be value in consistency and in focusing on activities that have worked well in the 2007-2010 Country Strategy and where results are emerging. Continuity in terms of at least some areas of work/ activities included is likely to enhance the effectiveness of future programmes, although ways of working may need to change. Consideration could also be given to reducing the number of areas that Irish Aid in Zambia engages in if resources remain constrained. This will help to ensure effectiveness. Priority should be given to programmes with a strong poverty focus and where further gains are likely to occur from work already undertaken.

S24. Achieving aid effectiveness goals are likely to become more difficult in the next Country Strategy period. This does not mean that Irish Aid should not look for opportunities to work with other partners, align with government systems and engage in policy dialogue, but making this a main aspect of the new Country Strategy may not be realistic.

S25. Lesson learning should be given a higher profile in the new Country Strategy. There should be discussion of the lessons that need to be highlighted in order to disseminate lessons that would be useful to other partners and government and the most appropriate forums for undertaking this.

<sup>1</sup> See Chapter 8 for a complete list of recommendations. Some of the recommendations included in this section have also been abbreviated.



## Programme content

S26. The decision to reduce Irish Aid funding to the *education* sector should have been made in a more considered manner. Continued substantial support to the sector together with a stronger focus on policy issues, will be critical in the coming years and will allow the sector to consolidate and build on the gains made, in particular in the area of gender equality, and to address the quality challenge.

S27. Improving educational quality is the key challenge for the Zambia education system in the coming decade and should be at the centre of the Irish Aid agenda and the next Country Strategy should include explicit strategies around strengthening the linkage between education, the work around local development and the focus on governance

S28. *Building Good Governance* has worked well as a main area of work. This is illustrated by support that Irish Aid has given to community radio stations to raise awareness of important issues locally and to Parliament to assist Members of Parliament and Parliamentary Committees to become more effective. Given that governance is likely to remain an important issue in the future it is recommended that work continues in this area and that efforts are made to create more links between activities to support achievement of objectives.

S29. In terms of support to civil society organisations this has been effective. Specific examples of this are funding to civil society organisations to engage in lobbying on social and economic issues with the Government of Zambia and the Zambia Governance Foundation which has funded 33 civil society organisations to strengthen policy engagement with the Government of Zambia. It is recommended that Irish Aid continue their support following the same strategy in order to consolidate the work already undertaken and ensure that emerging results continue.

## Managing for Development Results/ Results Based Management

S30. A logic model should be developed and a results framework completed before the Country Strategy begins, with any revisions only occurring at the mid-term review (MTR). For this framework to be useful it also needs to be systematically monitored to assess progress towards achieving objectives and outcomes and needs to adhere to the SMART criteria for indicators in order for them to be easily monitored.

S31. The managing for development results process should be strengthened by revisiting the area of work objectives and the outcomes monitored for the next Country Strategy. Objectives for Making Development Work at Local Level and the Education areas of work are also focused on processes rather than results and it is worth giving consideration to reworking these to emphasise results.

S32. There is also a need to establish a proper Performance Monitoring Framework for the programme. Currently it is difficult to measure the impact of activities, particularly in the areas of Making Development Work at Local Level (MDWLL) and Building Good Governance. Systems need to be established in order to be sure that programmes are meeting objectives. This would entail developing a baseline and indicators for each programme to ensure that it is possible to measure results when mid-term reviews and final evaluations are undertaken.

S33. Corporate Irish Aid reporting frameworks should be better linked to the results framework developed. Currently there is a disconnect between the two and in order to provide a better overview of programme performance, a more systematic assessment of the results framework is needed which links to the annual Business Plan and half-yearly and annual reports.



# 1. Introduction

1.1 This report presents the findings and conclusions of an independent evaluation of the Irish Aid Zambia Country Strategy Paper (CSP) 2007-2010. The purpose of the evaluation is to provide Irish Aid with an independent, evidenced-based objective assessment of the CSP and to provide accountability to the Governments and peoples of Ireland and Zambia for the funds spent during the period and to inform future decision making for Irish Aid programming (see Annex B for evaluation terms of reference). There is currently a CSP extension approved for Zambia until the end of 2012, with a new CSP for the next five year CSP covering the period 2013-2017 planned which will be informed by the findings from this evaluation.

1.2 The stated goal of the CSP 2007-2010 was to *“contribute to the reduction of chronic poverty and inequality in Zambia in partnership with Government and other donors”*. More specifically, the evaluation has been tasked with examining the questions related to development strategy, results, processes and results outlined in Box 1 below:

## Box 1: Core Evaluation Questions

### Development Strategy

1. To what extent did the Irish Aid CSP make appropriate poverty and inequality reduction focused choices based upon in-depth analyses?
2. To what extent was the strategy in alignment with Zambian Government strategies and priorities and Irish Aid corporate priorities?
3. To what extent was the programme design coherent (the balance, interlinks and complementarity between Pillars), logical (cause and effect relationships) and innovative (use of new approaches)?

### Development Results

4. To what extent did the Irish Aid programme contribute to its stated objectives?
5. To what extent did the Irish Aid programme contribute to the intended outcomes (immediate and intermediate levels)?
6. To what extent are the results achieved to date and future results likely to endure in the longer term?

### Development Processes

7. How well did Irish Aid contribute to Aid Effectiveness/Paris-Accra principles?
8. To what extent was the Irish Aid Programme designed and implemented in collaboration with national and local authorities, civil society organisations and other development actors?

### Development Management

9. How efficiently and effectively did the Irish Aid team in Zambia apply its human, financial and other resources in furthering development results?
10. How effectively did the Irish Aid Zambia Mission and Irish Aid HQ work together?

1.3 This report consists of 8 chapters. Chapter 1 provides an introduction and background to the evaluation, Chapter 2 outlines the evaluation process, while Chapter 3 summarises the Zambian context during the evaluation period and Chapter 4 describes Irish Aid's Zambia programme. Section 5 summarises the team's findings on development strategy, processes and management. Chapter 6 assesses the achievement of development results for the *Building of Good Governance, Recognising and Reaching the Poorest (RRP)* and *Making Development Work at Local Level (MDWLL)* work areas (pillars) of the CSP. Chapter 7 outlines findings on the achievement of development results for the *Achieving a more Effective Approach to Education* pillar and Chapter 8 gives the main conclusions and recommendations.

1.4 The report is supplemented by several Annexes providing details on the schedule of the country visit to Zambia and persons interviewed (Annex A), expanded evaluation framework (Annex B), analysis of staff time management (Annex C), assessment of the CSP results framework (Annex D), comments on the education sector results framework (Annex E), analysis of findings and key issues in the making development work at local level pillar (Annex F), bibliography (Annex G), Terms of Reference (Annex H), and the management response to the recommendations (Annex I).



Women clearing land

# 2. Evaluation Methodology and Process

## Evaluation Methodology

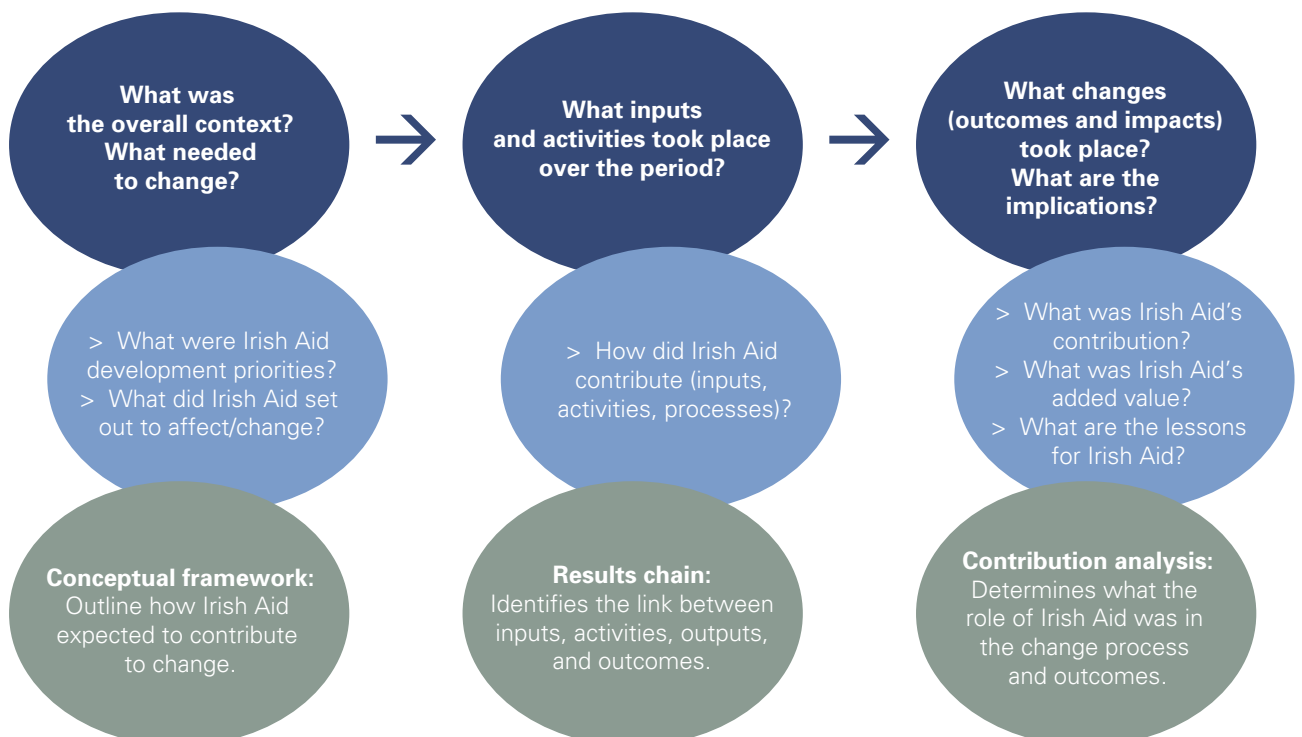
2.1 The aim of the evaluation was to assess the Irish Aid programme from 2007-2010 to assess the extent to which programme objectives were achieved and produce recommendations to inform future strategic planning. In order to undertake this analysis the evaluation team developed an expanded evaluation framework linked to key areas for investigation and sources of information (see Annex B). The evaluation was also guided by the Organisation for Economic Co-operation and Development, Development Assistance Committee (OECD-DAC) evaluation criteria of relevance, efficiency, effectiveness, sustainability and impact.

2.2 Contribution analysis was the main methodological underpinning for the evaluation. Contribution analysis aims to demonstrate whether or not the evaluated intervention is one of the causes of an observed change. This provides a way of assessing the extent to which it is plausible that an intervention has contributed to an observed change. To undertake this analysis, chains of logical arguments are used that are verified through a process of confirmatory analysis.

2.3 Using this conceptual framework makes clear how Irish Aid expected to influence key areas and outcomes. The results chain shows how inputs and activities were expected to produce outputs, outcomes and impact. The framework through which this was undertaken is illustrated in Figure 1 below.

2.4 The evaluation covers the four pillars and five strategies of the CSP, but provides in particular an in-depth assessment of the Education pillar and MDWLL (see Chapter 7 and Annex E). This is because there has been a significant emphasis in the programme on education and a substantial amount of the Irish Aid budget (62% over the CSP plan period) has been channelled to this sector. MDWLL mainly consists of the original area based Northern Province programme and is the focus of an in-depth assessment as this has comprised a large part of the country programme for a long period of time and also represents a significant amount of programme expenditure.

Figure 1: Conceptual Framework for the use of Contribution Analysis in the Zambia CSP 2007-2010 Evaluation



## Evaluation Process

2.5 The evaluation process itself was divided into the following three phases:

### Phase 1 – Inception:

This covered a review of key documentary sources, interviews with Irish Aid programme staff, and further interviews and a review of secondary resources. Key outputs of this phase were a Note on Methodology and an Interim Report outlining emerging findings. The reports were shared with Irish Aid and guided the team during the evaluation process.

### Phase 2 – Country Visit:

The country visit took place in Zambia from the 21st of February through to the 9th of March 2011. During this period the team met a range of stakeholders from government, development partner agencies, civil society, and communities/beneficiaries. Field visits to Kasama, the Provincial Capital of the Northern Province, and two further visits to Mpika and Mbala districts supported by Irish Aid were conducted. These covered: a) visits to peri-urban water projects in Lua Luo (Kasama), Shanghai and New Kamwanya (both Mpika); b) visits to community schools and basic schools in Kasama, Mpika and Mbala. A visit was also made to Mungwi district, which Irish Aid ceased funding during the 2007-2010 CSP. The team's programme, including a list of persons met, can be found in Annex A. A final debriefing with Irish Aid in Lusaka (with a VC link to Ireland) took place on March 9th 2011 and a debriefing to external stakeholders with the same purpose took place on the same day.

### Phase 3 – Follow-up Work and Reporting:

The third and final phase of the evaluation consisted of conducting follow-up work arising from the data collection in country, and the discussion of the preliminary findings and analysis.

#### Box 2: Categories of stakeholders consulted

- > Irish Aid staff (former and current) at headquarters (HQ).
- > Irish Aid staff (former and current) in Zambia.
- > Key government of Zambia officials at central, provincial and district levels.
- > Development partners.
- > Programme implementers (Civil Society Organisations (CSOs) and others).
- > Programme beneficiaries.
- > External informants such as researchers, think tanks, independent persons.

# 3. Zambia Context

## Overall

3.1 Over the CSP time period there have been significant changes in the overall context in Zambia and the international environment for aid. At the beginning of the CSP relationships with the Government of the Republic of Zambia (GRZ) were good and aid was being given against a background of increasing Co-operating Partner (CP) budgets. The Paris Declaration was also underpinning a move towards joint aid modalities and a strong focus on harmonisation and alignment. There was however concern that high rates of economic growth were not yet translating into increased levels of poverty reduction.

3.2 By 2010 the situation had changed both domestically and internationally. It became increasingly clear that macroeconomic growth in Zambia had still not been accompanied by a comparable reduction in poverty, while the rise in non-traditional aid partners was resulting in CPs having less leverage with the GRZ resulting in deteriorating dialogue in some sectors. The onset of the financial crisis led to declining aid budgets and some donors planning to exit from Zambia<sup>2</sup>, as well as more risk aversion and less willingness to use joint aid modalities or those that require the use of government systems.

## Progress on Economic and Social Development

3.3 At independence Zambia was one of the wealthiest countries in Africa, but by the mid-1970s economic mismanagement combined with falls in the export price for copper and rises in fuel prices led to economic decline. This began to be reversed in the early 1990s when an economic reform programme was introduced, as a result of the transition to multi-party democracy, which led to a liberalisation of the economy. In recent years Zambia has achieved high rates of economic growth, which have averaged around 6% over the last five years, although poverty and inequality remain a significant concern (IMF, 2010). Poverty levels have decreased, although not at rates seen in comparable countries and there is significant inequality between rural and urban areas and high rates of urbanisation compared to other African countries. The overall proportion of the population living below the national poverty line (US\$ 0.93) decreased from 68.1% in 1998 to 59.3% in 2006, but rural poverty rates declined only slightly from 84.2% in 1996 to 76.8% in 2006 (Government of Zambia, 2010g). Unfortunately more recent data on poverty levels is not available. Although a recent survey has been undertaken, the results have not yet been released.

3.4 The 2010 Human Development Index (HDI) ranks Zambia 150 out of 169 countries with the low ranking believed to be due to low life expectancy at birth due to high rates of HIV prevalence, while the Gini co-efficient for Zambia between 2000-2010 averaged 50.7% indicating high levels of inequality (UNDP 2010). HIV also exacerbates poverty issues with a prevalence rate of 15.2% in 2009<sup>3</sup>, with women disproportionately more affected than men and over 1.3 million children now orphaned by HIV and AIDS<sup>4</sup>.

3.5 Zambia is expected to achieve the majority of the Millennium Development Goals (MDGs) as it is on track to achieve MDG1 (reducing poverty and hunger), MDG2 (universal primary education), MDG3&4 reducing child and maternal mortality and MDG6 (combating HIV/AIDS and other diseases). It is unlikely to meet the MDG 7 target of integrating environmental principles into Zambia's policies and programmes and reversing the loss of environmental resources, but may meet the target of improved water and sanitation<sup>5</sup>.

<sup>2</sup> The Netherlands and Denmark have both indicated that their aid programmes to Zambia will cease in the near future, whereas Sweden has withdrawn from general budget support.

<sup>3</sup> World Bank Development Indicators 2009.

<sup>4</sup> Embassy of Ireland/Irish Aid Zambia (2011) Country Strategy Paper: CSP Extension Proposal, PAEG Document Draft 1.

<sup>5</sup> UNDP Development Program Zambia <http://www.undp.org.zm/>



## Governance

3.6 There have been achievements in the area of governance with improvements over time in Transparency International's Corruption Perceptions Index (CPI) from 2.6 in 2007 to 3 in 2010<sup>6</sup> and an improvement in the Mo Ibrahim Index of African Governance moving from a ranking of 21 in 2009 to 17 in 2010. Despite this, there are CP concerns regarding corruption which relate to audits in the Ministries of Health, Roads, and Agriculture which revealed mismanagement of funds and the acquittal in Zambia in 2010 of former President Chiluba on corruption charges, despite the London High Court judgement that he should repay US\$64 million.

3.7 There is also a trend towards restricting the space for civil society and the media, with a new NGO Bill that although it has not yet been enacted, implies a regulatory framework, which may restrict the operations of NGOs. At the same time, the government has also threatened to impose a regulatory framework on the media that would also restrict their freedom to operate.

3.8 2011 is also an election year and it is currently not clear what the outcome of the election will be and how this will impact on the domestic governance context in Zambia.

## Aid levels, harmonisation and alignment

3.9 Total external assistance to Zambia increased significantly during the CSP period from US\$ 588.7 million in 2006 to US\$ 857 million in 2009, which represented 5.5% of Gross Domestic Product (GDP) in 2006 and 6.7% of GDP 2009 (see Table 1). This assistance was comprised mainly of grants and concessional loans, with the majority of external financing in the form of projects, which comprised 52% of support, followed by budget support which accounted for 26% and Sector Wide Approaches (SWAps) which were 16% of total external assistance<sup>7</sup>.

3.10 The United States (US) and the European Union (EU) are the highest spending Cooperating Partners (CPs) to Zambia, followed by the United Kingdom (UK), the World Bank (WB), and the Netherlands. Irish Aid is a smaller CP who was 11th in terms of total disbursements from 2006-2009 and comprised 3% of total CP disbursements in 2009 (See Box 3). What is notable over the period is the rise in non-traditional aid donors with China and Brazil becoming more important players as well as the Global Fund for AIDS Tuberculosis

and Malaria (GFATM). On other hand, both Denmark and the Netherlands have recently stated their intention to end their aid programmes in Zambia in the near future and Sweden is not participating in general budget support anymore, indicating a withdrawal from Zambia by some traditional aid donors.

3.11 Substantial effort has been put into improving the harmonisation of aid in Zambia, although progress has been less than anticipated. The first major initiative was the 2004 Co-ordination and Harmonization Memorandum of GRZ/Donor Practices for Aid Effectiveness in Zambia, which led to the creation of the Wider Harmonisation in Practice (WHIP) initiative that set out a number of actions (WHIP Action Matrix) for CPs. WHIP was the starting point for recent changes in the aid architecture since it instigated the formation of the Zambian Aid Policy & Strategy guidelines.

3.12 In 2003 Sector Advisory Groups (SAGs) were set up comprising various stakeholders, including CPs, with a nominated lead donor to speak on behalf of the others. SAGs have served as the main entry point for harmonisation at the sector level. The Joint Assistance Strategy for Zambia (JASZ) 2007-2010 managed development cooperation so that it was aligned with the Government's Fifth National Development Plan (FNDP) and Vision 2030. It linked the ownership, alignment, harmonisation and mutual accountability aspects of the Paris Declaration and was signed by 12 bilateral donors (including Ireland) and the international financial institutions. A Division of Labour (DoL) concept was also implemented as part of this process whereby each donor focuses on a specific area to ensure that the 20 key sectors prioritised by GRZ are supported and that transaction costs are reduced. CPs chose one of four roles within these groups or they decided to phase out from certain sectors.<sup>8</sup> A new JASZ is now in preparation that will support the Sixth National Development Plan.

6 Transparency International Corruption Perceptions Index 2010, [http://transparency.org/policy\\_research/surveys\\_indices/cpi/2010/results](http://transparency.org/policy_research/surveys_indices/cpi/2010/results)  
7 Republic of Zambia: Ministry of Finance and Planning (2010).

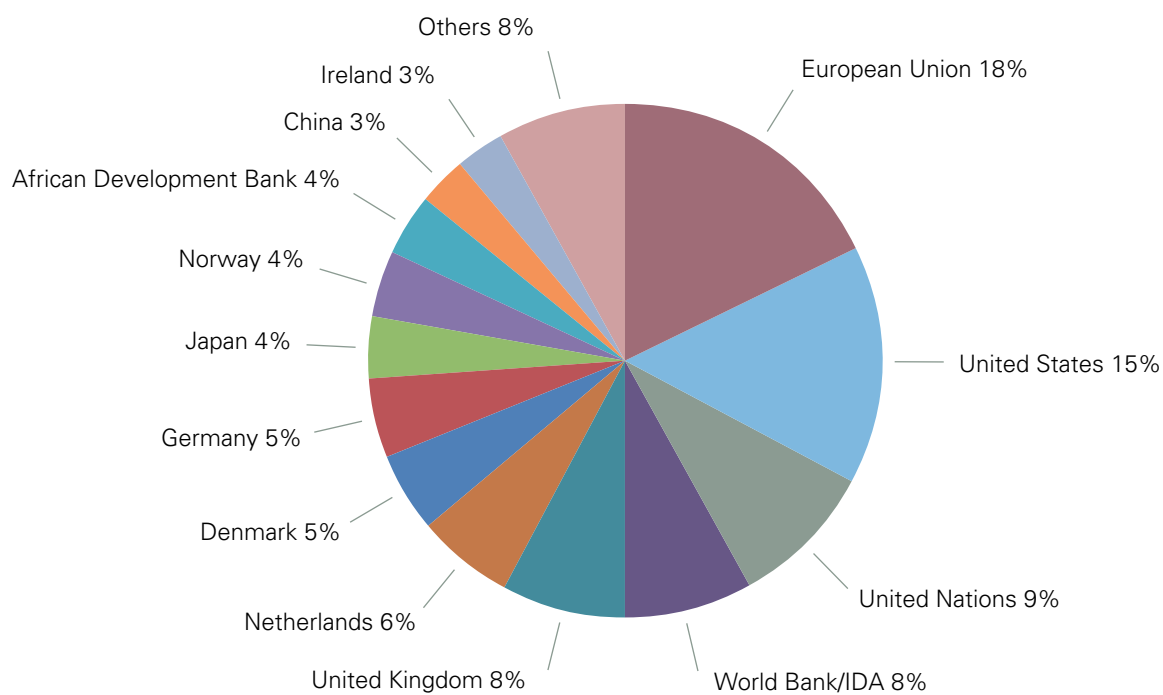
8 Cooperating Partners had four options though which to participate in the division of labour – lead, active, background (or silent) and phasing out.

**Table 1: Total External financing to Zambia 2006-2009**

	2006	2007	2008	2009
GDP, US\$ million	10,702	11,541	14,705	12,805
Total Assistance, US\$ million	588.7	668.5	856.9	857.0
Assistance as % of GDP	5.5%	5.8%	5.8%	6.7%
Assistance per capita, US\$	49	54	68	66
Assistance as % of Central Government Expenditure	23.4%	23.9%	24.5%	28.7%

Source: Republic of Zambia: Ministry of Finance and Planning (2010)

**Box 3: Irish Aid share of total Cooperating Partner Disbursements in 2009**



Source: Republic of Zambia: Ministry of Finance and Planning (2010)

# 4. Irish Aid in Zambia

## Historical Context

4.1 Ireland has been providing aid to Zambia since 1980 when a Development Cooperation Office to manage Ireland's aid programme in Zambia was first established. By 1999 the budget had risen to IR£5.8 million from less than IR£1 million in the early 1980s (Irish Aid, 2000). Moreover, between 2000 and 2002 Irish Aid's expenditure in Zambia nearly doubled, with education and health receiving particularly large increases in funding. Nevertheless, there was a sharp reduction in Irish Aid's Zambia expenditure in 2003 although subsequent annual budget increases did occur. Budget cuts were imposed again from July 2008 as Irish Aid had to make downward adjustments in the wake of the global financial crisis, and a collapse in the Irish domestic property and banking sectors which had increased the Irish Government's fiscal deficit and put pressure on the government's budget. In 2009 reductions were made to the budget in both January and April. Cuts continued as Irish Aid's budget for 2010, which led to total actual expenditure being around 50% less in 2010 than the IDC<sup>9</sup> proposed budget. This is illustrated in Figure 2, which compares proposed CSP expenditure in comparison to actual total expenditure.

4.2 Initially Irish Aid's support was provided in the form of technical assistance from Irish technical advisors (21 in 1987), but the Country Review and Planning Mission in 1995 recommended Irish Aid to move away from this and as a result, technical advisor positions were discontinued in June 2000.

4.3 The aim of Irish Aid's programme in Zambia from 2000-2002 was to achieve poverty reduction "to reduce vulnerability and increase opportunity"<sup>10</sup>. The 2000-2002 CSP tackled poverty reduction through addressing basic needs with a particular focus on health, education, the urban sector, water and sanitation and an area focus in Northern Province. The 2003-2005 CSP carried this focus forward, as well as giving attention to the obstacles created by HIV/AIDS and poor Governance.

## Irish Aid Strategy 2007-2010

4.4 The Irish Aid CSP 2007-2010 was designed in a multi-donor context and closely linked to the Fifth National Development Plan(FNDP) and the Joint Assistance Strategy for Zambia(JASZ) 2007-2010. The overall goal was "to contribute to the reduction of chronic poverty and inequality in Zambia in partnership with Government and other donors". The programme was divided into four pillars/areas of work, each with a strategic objective to be achieved at the end of the CSP, although in practice these objectives were revised during the CSP's lifetime. The four pillars are shown in Table 2 and were: *Achieving a More Effective Approach to Education; Building Good Governance; Recognising and Reaching the Poorest (RRP) and Making Development Work at a Local Level (MDWLL)*. These pillars were underpinned by five strategies that are illustrated in Box 4 which were designed to create synergies between the programme pillars. The five strategies were *Ways of Working; Managing for Development Results strategy; Mainstreaming strategy; Civil Society strategy and Lesson Learning strategy*.

9 IDC-Interdepartmental Committee of Government of Ireland

10 IA's website: [http://www.irishaid.gov.ie/about\\_mission.asp](http://www.irishaid.gov.ie/about_mission.asp)



Figure 2: Irish Aid Zambia CSP Expenditure 2007-2010 (Euros)

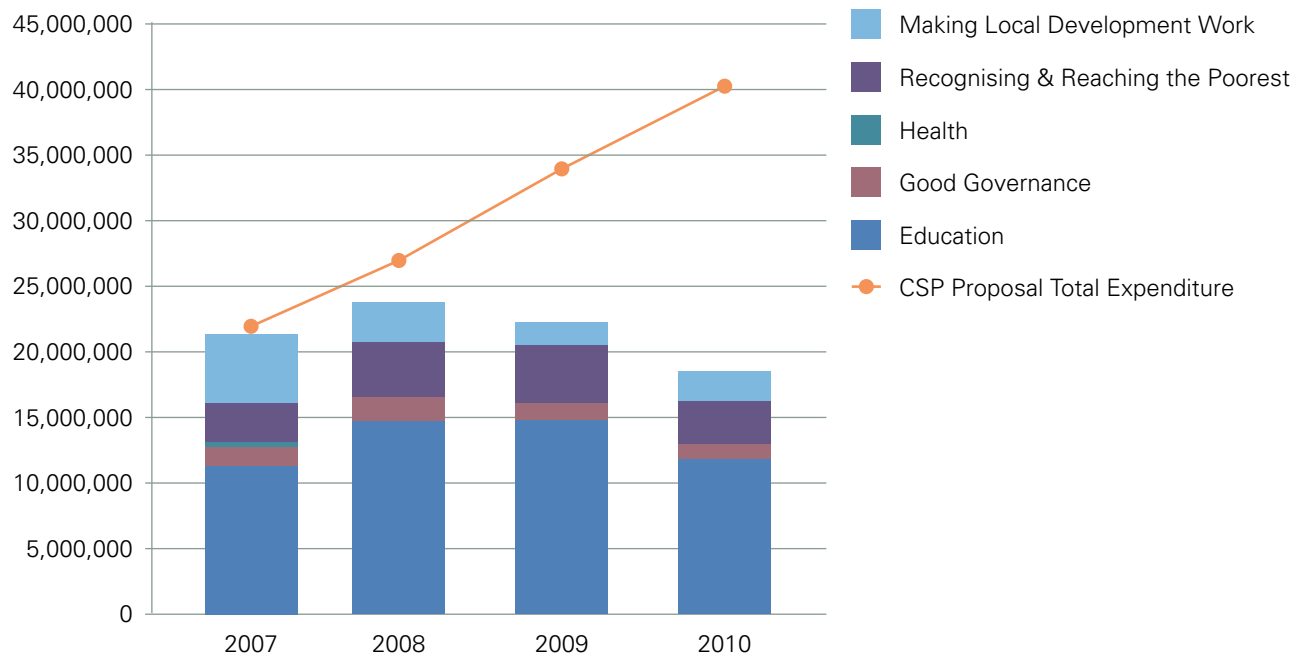


Table 2: Irish Aid Zambia CSP Objectives 2007-2010

CSP Pillar	Original CSP Objectives	New CSP Objectives
<b>Achieving a More Effective Approach to Education</b>	To contribute to improved delivery and quality of education and to be effective in the lead role	More aligned and coordinated education sector better capacitated to address access and exclusion (including gender inequality)
<b>Building Good Governance</b>	To enhance state accountability and citizen participation in national development processes	Strengthened capacity of selected governance institutions for accountability and oversight of development resources
<b>Recognising and Reaching the Poorest</b>	To better identify, reach and support communities most in need	Selected government institutions better capacitated to respond to chronic poverty & vulnerability Strengthened Civil Society capacity to influence policy and respond to the needs of women, children and other vulnerable groups Attention to gender equality and HIV/AIDS prioritised and advanced across all Irish Aid Programme Pillars
<b>Making Development Work at Local Level</b>	To ensure national level policy is informed by local priorities	Strengthened Governance structures at provincial, district and sub-district levels to plan for and improve services that include poor women and men Evidence from tracking and monitoring national level programmes at district and sub-district levels used by Irish Aid in dialogue with partners.

4.5 The objectives of each pillar were revised at the time of the CSP mid-term review in September 2009 and both the original and new objectives are indicated in Table 2. A results framework was originally developed for the CSP, but this was revised during the CSP when the Managing for Development Results (MfDR) initiative was instigated in 2008. A logic model was also created later that was based on the results framework.

#### Box 4: CSP Strategies 2007-2010

- > **Ways of working Strategy:**  
Strengthen systems for coherence in programme management to realise potential synergies between the CSP Pillars .
- > **Managing for Development Results:**  
Encourage the practical application of the concepts of ownership, alignment, harmonisation, managing for results and mutual accountability.
- > **Mainstreaming:**  
Highlight the linkages between the cross-cutting issues and Irish Aid interventions, with particular focus on addressing HIV and AIDS, gender inequality and governance challenges.
- > **Civil Society Strategy:**  
Advocate and support strategies for participation of the poor as both agents and beneficiaries in development and growth.
- > **Lesson Learning Strategy:**  
Advocate for local level priorities to be addressed and lessons to be captured and disseminated at management and policy levels.

4.6 A mix of aid modalities was used to underpin the programme with pooled-funds, direct funding, combi-financing and contributing to trust funds being the main funding mechanisms used<sup>11</sup>. A variety of partners were also worked with ranging from government, Cooperating partners to Civil Society Organisations.

4.7 In total, funding of €87.4 million was disbursed by Irish Aid between 2007-2010, against an original CSP budget of €97.5 million. Cuts to the Irish Aid budget in 2008 were largely offset by delays in taking forward the expected pooled funding arrangements in water and sanitation, social protection and gender. Since 2009 cuts impacted on funding to partner organisations, but to some extent have been mitigated by the reduction in CSO partners and by providing the Ministry of Finance with conservative estimates of programme expenditure (Irish 2009f). The original, actual budgets and actual expenditure for each pillar are shown in Table 3.

<sup>11</sup> Combi-financing is used as a way of supporting CSOs and involves a delegated cooperation arrangement whereby DFID and Irish Aid are silent partners who make funding available to GIZ(German International Co-operation) who as the active partner channel the funds to CSOs.

Table 3: CSP 2007-2010 Original Budget, Actual Budget and Actual Expenditure

Education	Original budget (€million)	Actual budget (€million)	Percentage share of total actual budget	Actual expenditure (€million)	Actual expenditure as a percentage of original budget
2007	8.4	11.41	53.18	11.41	135.83%
2008	14.5	14.8	61.81	14.80	102.07%
2009	18.8	14.87	65.16	14.87	79.09%
2010	14.35	11.94	62.11	11.94	83.21%

Good Governance	Original budget (€million)	Actual budget (€million)	Percentage share of total actual budget	Actual expenditure (€million)	Actual expenditure as a percentage of original budget
2007	5	1.44	6.73	1.44	28.89%
2008	2.55	1.93	8.07	1.93	75.78%
2009	1.71	1.39	6.11	1.39	81.53%
2010	1.09	1.11	5.78	1.11	101.93%

RRP	Original budget (€million)	Actual budget (€million)	Percentage share of total actual budget	Actual expenditure (€million)	Actual expenditure as a percentage of original budget
2007	3.3	2.98	13.88	2.98	90.25%
2008	4.3	4.23	17.67	4.23	98.40%
2009	4.72	4.35	19.08	4.35	92.24%
2010	3.24	3.27	16.99	3.27	100.83%

MDWLL	Original budget (€million)	Actual budget (€million)	Percentage share of total actual budget	Actual expenditure (€million)	Actual expenditure as a percentage of original budget
2007	4.83	5.26	24.53	5.26	108.97%
2008	5.25	2.95	12.33	2.95	56.24%
2009	1.67	1.76	7.72	1.76	105.50%
2010	2.34	2.26	11.78	2.26	96.75%

4.8 A description of the components of each of the four pillars is outlined in Table 4 below.

**Table 4: Description of the Irish Aid Programme Components**

Pillar/Programme	Description
<b>Achieving a More Effective Approach to Education</b>	
Ministry of Education (MoE)	Support to the sector pooled fund to allow the MoE to enhance institutional and financial systems to deliver on strategic priorities and monitor results and to transfer funds to primary schools using the School Grants Mechanism.  Process Fund to support one-off activities outside joint funding such as technical support and research.
Civil Society Organisations	Funding to CSOs to stimulate citizen demand for education.
Zambia Ireland Teacher Education Partnership <sup>12</sup> (ZITEP)	Assistance to improve the quality of teacher education.

<b>Building Good Governance</b>	
Support to Decentralisation	Funding for the Decentralisation Secretariat to develop and implement the Decentralisation Implementation Plan.  Support to capacity building in 2 copper belt councils.
Parliamentary Reform Programme	Aims to improve the effectiveness & efficiency of the National Assembly through establishing constituency offices, capacity development for MPs and establishment of a Parliamentary Services Commission.
Community Radio – Medi Institute of Southern Africa (MISA)	Financial support to the Media Institute of Southern Africa (MISA) to provide capacity building support to community radio stations.
Civil Society Pooled Fund (Good Governance Programme)	Joint funding to assist CSOs to engage in advocacy and promote social and economic rights.
Zambia Governance Fund	Joint Funding to assist CSOs to strengthen policy engagement work and empowering of citizens to engage with GRZ.

<b>Recognising and Reaching the Poorest</b>	
HIV and AIDS National	Support to the National AIDS Council (NAC) through a joint funding arrangement.
HIV and AIDS Civil Society	Support to CSOs in the Copperbelt Province and Lusaka who are addressing HIV/AIDS and vulnerability including ZNAN although this support has now ceased. Also support to UNDP and CHAZ.
Social Protection	Support to the Ministry of Community Development and Social Services (MCDSS) to pilot cash transfer projects and support for the development of a Social Protection Platform for NGOs.
Gender Support Programme	Support to the Gender in Development Division (GIDD) to strengthen gender analysis capacity to formulate, design, review and implement gender responsive policies, programmes in line ministries and support to civil society organisations (e.g. Women in Law & Development in Africa (WILDFA)) for strategic engagement on policy dialogue on gender equality and women's empowerment.

<sup>12</sup> ZITEP was not part of the original CSP design and was initially managed from Irish Aid headquarters.

Pillar/Programme	Description
<b>Making Development Work at Local Level</b>	
Provincial Planning & District Support	Support to 4 district councils, in Northern Province enhance capacity to plan in order to improve service delivery.
Civil Society Support	Support to selected CSOs who are addressing the needs of the poor and vulnerable.
Water and sanitation	Assistance to the Ministry of Local Government and Housing to develop a National Rural Water Supply and Sanitation Programme (RWSSP).  Peri-urban water supply project to supply water and sanitation to peri-urban areas.

## Management Arrangements

4.9 The Irish Embassy in Zambia manages the Irish Aid programme as well as undertaking diplomatic work and consular services. The Embassy is headed by the Ambassador who is also the Head of Mission (HoM), with the overall responsibility for the development programme. The team for the development programme comprises of the Head of Development, a locally appointed Programme Officer, seven advisors (HIV/AIDS, gender and poverty, Local Development, Governance, Information and Coordination and two advisors in education, of whom one was recently recruited), two programme executives and support staff. The Second Secretary engages with the governance programme and is the focal point for the Irish Aid engagement with the United Nations (UN). There is also a team in the Northern Province, which consists of 5 professional staff, including the Programme Manager, 2 advisors, an auditor and an administrator. The programme in 2007 was managed from Kasama, but is now managed from Lusaka.

# 5. Findings for Development Strategy, Processes and Management

5.1 This first section of this chapter considers issues regarding the preparation and design of the CSP and examines key findings of the evaluation relating to relevance and effectiveness, of the Irish Aid Programme. In doing so, the analysis reflects back on evaluation questions 1-3 and 7-8 which relate to whether appropriate poverty and inequality reduction focused choices were made, whether the programme was designed in collaboration with other stakeholders, alignment with the Government of the Republic of Zambia and Irish Aid priorities and the contribution of the programme to aid effectiveness principles.

## Country Strategy Paper Preparation and Design

5.2 The CSP preparation and design was undertaken from 2006-2007 at a time when there were no clear guidelines on the CSP preparation process and head quarters (HQ) was being restructured as a result of decentralisation, which resulted in insufficient technical assistance being available to support the Zambia team. This has impacted on the development of the CSP as the lack of clarity on how a CSP should be developed led to confusion over the structure and content of the CSP, while there was not a mechanism through which differences between HQ and the Zambia team could be mediated.

5.3 It is also worth noting that these factors were compounded by changes that were occurring in the aid environment in Zambia that have been outlined in Chapter 3 and relate to the JASZ and DoL process which also had implications for Irish Aid's ways of working.

5.4 Previously CSPs had followed a more traditional sector approach, but the Zambia team wanted to introduce a more innovative thematic approach. This implied a move away from organising the CSP by sectors and grouping programmes into thematic areas instead. As this was a new way of designing CSPs and there were not at this point up-to-date guidelines on how to undertake CSPs, there was significant discussion between HQ and the Zambia team as to how this should be undertaken.

5.5 The field view was to take a strong approach to aid effectiveness and to ensure that this and other cross-cutting issues such as gender, HIV/AIDS and MfDR were key objectives and immediate outcomes. The original intention was to have four thematic pillars rather than have education as a pillar as it is now, as it was

envisaged that education should be approached through aid effectiveness rather than as a traditional sector, with *Progressing Aid Effectiveness* as the pillar title. For the RRP pillar it was proposed to have a stronger emphasis on vulnerability and poverty and "to promote an inter-sectoral focus (programmatically and through policy level engagement) on sources of vulnerability which cause poverty and undermine sustainable development" and for MDWLL to move away from focusing on just Northern Province and have a more integrated approach linking the programme more strongly with other elements of the Irish Aid Zambia programme.<sup>13</sup> For Northern Province itself, it was proposed to embed the experiences of the provincial programme in the whole of the programme, particularly in governance.

5.6 HQ expressed concerns that it would be difficult to monitor a programme that was thematically based rather than sectorally based and wanted to develop a pillar design that allowed for easy tracking of results at the objective and outcome level. There were also concerns over how a thematic programme would align with the GRZ who still worked through a sectoral approach.

5.7 In practice the Zambian CSP was a compromise between these two approaches and resulted in a hybrid between old and new style CSPs. Previously Irish Aid CSPs had followed a sectoral approach and a thematic programme design was new. This resulted in the Zambia CSP being the first of its kind, which means that it is unsurprising that there were issues given it represented a step change in thinking. Nevertheless given this, it is unfortunate that the design was not as effective as it could have been. What occurred was a refitting of the old sectoral programme into four pillars, which means that the programmes included within each pillar were not consistent in terms of their content. For example, education is a sector while the MDWLL consisted of the Northern Province programme and RRP comprised three separate programmes, namely social protection, HIV/AIDS, and gender of which the latter two are also cross-cutting issues. It would have been better to have either followed either a thematic or a sectoral approach as mixing the two means that the synergies expected from cross-cutting issues and interconnecting themes have not fully occurred. This is due to the education pillar and the Northern Province component of MDWLL being seen more in isolation, rather than as integrated into the rest of the programme (see ¶5.40-¶5.46 for more on how this programme design operated in practice).

<sup>13</sup> See Irish Aid Zambia Country Programme 2007-2010 Issues Paper, Sept 2006.

5.8 In the opinion of the evaluation team HQ concerns about difficulties with tracking results were unfounded as it is possible to focus on specific objectives and immediate/intermediate outcomes that need to be achieved through a thematic approach. This has been proved by the development of the results framework for the CSP, which indicates despite some problems regarding data availability, it is possible to draw out results that can be easily tracked as shown in Section 6 below.

5.9 What would have been useful and may have prevented agreement on the hybrid CSP design was if a good logic model/results framework had been agreed on as part of the initial CSP design. Although there was clearly some implicit underlying theory of change that underpins the CSP, it was not explicitly worked through in the CSP document. On the other hand, it is worth noting that the concept of MfDR was only just emerging at this point within Irish Aid and there were no good existing examples that the Zambia team could have used as a reference. However, the fact that the results framework then had to go through so many iterations suggests that what results needed to be achieved and what inputs/activities needed to be undertaken to achieve them and the overall results chain had not been fully worked through. The programme design was likely to have been more coherent from the beginning of the CSP if this had been undertaken in the initial stages, as it would have made clearer which design was likely to be more appropriate for achieving the desired outcomes.

5.10 The results framework that was originally included within the CSP was changed as the Irish Aid MfDR initiative was piloted in Zambia from 2008 onwards. The original framework was not adequate when the CSP was approved and did not provide a sufficient basis for measuring results. It did not adhere to good practice for a results based approach, as there was no elaboration of a results chain, the logic behind the implied theory of change or any discussion of outcomes, impacts, risk or immediate and intermediate objectives<sup>14</sup>. It also provided no baseline from which to measure progress and indicators were not specified in numerical terms. Additionally, the logic model, which was developed after the new results framework, so was of little value given that it should have been used as a tool to work through the underlying theory of change that underpinned the CSP at the beginning of the CSP.

5.11 In other ways the design of the programme was relevant as it addressed problems that had been identified by the previous CSP evaluation. This mainly related to the breath of the programme, which was deemed as too broad. As a result, a decision was made to exit the health sector and reduce the number of CSOs funded and districts supported in the Northern Province to make the programme more manageable (this reduced CSOs funded from 45 in 2005 to 25 in 2009 and reduced the districts supported from 6 to 4). The main problem related to this however, was that no strategy was put in place for a transition process to exit these programmes and projects.

5.12 The CSP was strongly aligned with GRZ priorities and Irish Aid objectives. Considerable effort was made by Irish Aid to ensure that the programme was linked to the Fifth National Development Plan, while it supported the achievement of the Millennium Development Goals and was in line with the JASZ 2007-2010. The CSP also supported GRZ sectoral strategies as the MDWLL pillar was designed to support the decentralisation process, the education sector support was aligned with the National Implementation Framework (NIF) and the work in HIV/AIDS and gender is in line with GRZ policy in these areas. The programme was also aligned with the Government of Ireland's 2006 White Paper on Development Cooperation, as Irish Aid's overarching objective is *"poverty reduction, to reduce vulnerability and increase opportunity"* and with the Irish Aid corporate wide Managing for Development Results (MfDR) initiative. The MfDR initiative came later in the period and the CSP was adapted to take account of its requirements.

5.13 The CSP was informed by a thorough analysis undertaken by Irish Aid of issues related to political economy, poverty, vulnerability and governance. This drew on Irish Aid's own experience of long-term engagement in Zambia, but also analyses undertaken by other partners in Zambia such as the UK Department for International Development (DFID's) Drivers of Change, Swedish International Development Agency (SIDA's) Power Analysis, World Bank Institutional and Governance Reviews and UN and World Bank Poverty and Vulnerability Studies. Not all of this was taken into account in the CSP however, particularly in terms of the analysis of the political economy and governance issues as risks highlighted associated with this (lack of accountability and oversight) were not incorporated into programme design.<sup>15</sup> This was an issue that was highlighted by the Zambia team at the time.

14 As noted in ¶5.34 the Zambia team were aware that the results framework was not fit for purpose, but had not received the requested support and direction from HQ to develop the framework further.

15 Reflections from the Field on the process of developing the Zambia Country Strategic Plan (CSP) 2007 – 2010.



5.14 The programme included a deliberate focus on harmonisation and alignment and was designed to fit with the aid architecture in Zambia. This led to Irish Aid co-leading in education and participating in various technical/sectoral working groups across the sectors it supported. It also resulted in increased harmonisation becoming a specific objective in the education sector and the majority of programmes being undertaken jointly with other donors (the Northern Province programme and direct support to CSOs are the only exception to this). This was very relevant to the Zambian context at the time, as was the fact that the CSP was to be supported by a mix of aid modalities. This involved direct funding, pooled funding in education, the development of joint financing arrangements in HIV/AIDS, as well as combi-financing (co-financing as a silent partner) and supporting the Zambian Governance Fund (ZGF) to support CSOs.

5.15 The areas focused on within the CSP were all very relevant and were good choices, designed to address poverty and inequality in the Zambian context. Education was a key area relevant to poverty reduction and continuing in this sector gave Irish Aid an opportunity to build on their substantial experience. The highlighting of governance was important given the weak environment in Zambia and the decision to focus on both the demand and supply side was a good approach. Re-orientating the Northern Province Programme into a *MDWLL* pillar and planning to integrate this more fully into the rest of the programme made sense as did using it to test realities on the ground. Focusing specifically on HIV/AIDS, gender and social protection were also relevant and likely to make the programme more effective given the cross-cutting nature of HIV/AIDS and gender issues.

5.16 The programme was designed for the existing staff complement. However following a visit from Irish Aid headquarters (HQ) in January 2007 it was agreed that the programme in order to operate optimally should have 3 staff at Specialist level (2 Development Specialists (DS)) and 1 Senior Development Specialist/Head of Development (HoD)), although it was acknowledged that due to the environment at the time this was not likely to occur. There was however, no reduction in activities or change to the CSP, even though it was accepted that an additional DS was not likely to be recruited. This reduced the likelihood that the programme design would be effective as some objectives of the programme such as lesson learning and poverty monitoring were earmarked in the CSP document as being undertaken by the second DS.

### In Summary

The CSP design was not as efficient as it could have been as it was a hybrid between a sectoral and thematic approach. This occurred as HQ wished to have a structure that made it easy to track results and align with GRZ approaches, whereas the mission wanted a greater focus on aid effectiveness and cross-cutting approaches. A lack of up to date guidelines on CSP development, no mechanism to mediate between differing viewpoints and the fact that a strong results framework/logic model was not agreed at the beginning led to this situation. However, the programmes included within the CSP were very relevant to the Zambian context and were aligned with Zambian government strategies and priorities as well as Irish Aid corporate priorities, as were the choices made on programmes activities, which were focused on poverty and inequality.

## Implementation of the CSP

5.17 This second section considers findings around implementation and the effectiveness and efficiency of the programme. It focuses on issues raised in the evaluation questions 3, 4-6 and 7-10 that relates to implementation in terms of whether the programme design was coherent in practice, the contribution of Irish Aid to aid effectiveness principles, whether human and financial resources were used effectively and achievement of development results.

5.18 The section is divided into observations related to processes and management arrangements, followed by considerations relating to implementation, results and Irish Aid's contribution to results and sustainability. The section begins by discussing some general observations on the programme and perceptions of Irish Aid as a Cooperating Partner (CP).



## General Observations

5.19 There is a general consensus from stakeholders interviewed, both on the CP and host government sides that Irish Aid is a flexible and supportive partner that is appreciated for being active in CP forums and in dialogue with the GRZ. Overall Irish Aid is perceived as a CP who provides a significant contribution towards increasing aid effectiveness and achieving development results given that it is a small donor.

5.20 The main area where Irish Aid's work is seen as particularly valuable is in driving forward the aid effectiveness agenda. It was noted by many interviewees that Irish Aid was very active in the Co-operating Partners Group (CPG)<sup>16</sup> on this issue and had supported various related interventions through providing resources for activities such as development of the JASZ II and the Paris Declaration Monitoring Survey. Irish Aid was also noted as putting this into practice by joining harmonised aid modalities and taking an active role in various working groups. Irish Aid's contribution was particularly valuable as they were able to provide funding for aid effectiveness initiatives and were willing to devote staff time to them also.

5.21 Key informants interviewed by the team highlighted the fact that Irish Aid was supportive, approachable, willing to give advice and capacity assistance to partners and were understanding of the problems that they faced. This was seen as a great advantage compared to other CPs, as was the personal support given by Irish Aid Advisors and audit staff, which helped partners enhance their own capacity.

5.22 Irish Aid is unique in that a significant number of local staff have been promoted to advisor positions, which means the organisation has a long-term institutional memory as well as benefitting from staff that have a good knowledge of the local context and key issues. The technical capacity of local staff is very high and this is a great asset to Irish Aid. The high level of professionalism and technical competence of local staff was commented on by many of Irish Aid partners.

## CSP Management

5.23 The beginning of the CSP in 2007 was a difficult time for Irish Aid Zambia, as the new programme was significantly different from the previous CSP that had been based on a sector approach. The 2007-2010 CSP was an attempt to develop a more integrated pillar approach with new ways of working. It also involved exiting from the health sector, reducing the number of CSOs partners and restructuring the Northern Province programme. This created significant uncertainty for staff who were unsure whether they would retain their jobs due to the different specialisms and skills needed.

5.24 Irish Aid management in Lusaka were aware of these issues and in order to address this uncertainty and resolve the tensions that had emerged, a change management process was implemented. This began prior to the CSP and was an important move by Irish Aid in Lusaka as it resulted in a successful teambuilding process, which helped create buy-in for the CSP and resulted in a commitment by the staff to work together to fulfil CSP objectives. It also gave the opportunity for those staff that were not happy with the process to consider their position and move on from Irish Aid, which happened in some cases.

5.25 Although the change management process was successful, the training in new skills such as negotiating, influencing and public speaking skills did not occur until much later in the CSP period in 2009. This was unfortunate as it was very much valued by Irish Aid staff who would have benefitted from this much earlier in the CSP process. That said, training on gender did occur early on in the CSP and was perceived to be an important driver for mainstreaming gender throughout programme and raising awareness among staff about the importance of gender issues.

5.26 There has not been consistent management of the programme during the CSP period due to the significant challenges faced by the senior management in Lusaka and differences in management style. The Northern Province programme has been management intensive for the Lusaka team throughout the CSP, due to issues of distance and problems with management of the programme in Kasama. Previously management was undertaken from the Kasama office, which caused concerns as Irish Aid senior management in Lusaka felt that they had a lack of oversight over the programme. Despite this, significant efforts have been made to improve the situation by transferring the main

<sup>16</sup> The CPG consists of two forums, the CPG Heads of Cooperation (HoC) and CPG Heads of Mission. The HoC address operational multi-sector issues and strategic development issues, while the Heads of Mission undertake strategic high level dialogue with government. A key responsibility of the CPG-HoC is to promote overall coordination and aid effectiveness (Oxford Policy Management, 2007).

management responsibilities from Kasama to Lusaka to try and strengthen management processes.

5.27 An analysis of time management for both the Lusaka and Kasama offices was undertaken by the evaluation team. This illustrates that 8% of overall staff time in Lusaka is currently spent on Northern Province issues, which suggests that this is still quite significant given this covers all staff including management, advisors and administrative staff.<sup>17</sup> It is also interesting to note that staff in the Kasama office spend approximately 39% of their time in districts in Northern province, which indicates the time needed to be spent by advisors in capacity building and support to the districts. Additional information on the time spent by staff on programme activities can be found in Annex C.

5.28 The lack of a second DS has been an issue, as part of remit of the second DS was envisaged to be lesson learning and poverty monitoring.<sup>18</sup> This meant that in practice different ways had to be found to manage the programme and this appears to be having some success (see Annex F for an in-depth review of activities in Northern Province). A review of the programme at the end of 2009 put forward changes in the Northern Province team which are currently being implemented that have improved team management and are likely to increase the overall integration of activities into the overall programme (Irish Embassy, 2009).

5.29 At the same time, significant management time was devoted to implementing the MfDR process, ensuring the new CSP design was understood and implemented effectively by staff and in overseeing the exiting from some sectors. The decision to exit from health was due to the DoL process and later exiting from the water and sanitation sector was designed to relieve the burden on staff and management time in-country. This has not had the desired effect, as there was no exit strategy put in place and funds still remain unspent, which means these activities still have to be monitored. For example, according to information provided by the Kasama

office, between 2008 to 2010, on average 57% of total funds allocated for the 4 districts remain unspent and 58% of the unspent funding is for water and sanitation programmes due to issues with procurement and contractors which caused delays.

5.30 Throughout the period, management resources available for the Lusaka programme have been less than was needed to fully implement the programme. There was one DS and one Senior Development Specialist/ Head of Development (HoD) throughout most of the CSP, although the Development Specialist (DS) had to leave unexpectedly in April 2010. A local solution was then sought for her replacement and a local Programme Officer was recruited towards the end of 2010. This represents considerably less staff resources than the 2007 Human Resources Review indicated was optimal for the programme and has had an impact on programme implementation.

5.31 A second education advisor was only successfully recruited towards the end of the CSP period in May 2010, as one previous candidate did not manage to pass the probationary period and the other advisor left. This resulted in a considerable burden on Irish Aid as co-lead in the education sector, given that other CPs were reducing their engagement in the sector. However from 2007-2010 a part-time consultant was engaged to support the education pillar by focusing on the civil society component. This was provided for within the CSP. There were also efforts to recruit a Public Financial Management (PFM) advisor locally, but a suitable candidate could not be found.

5.32 The lack of a second Development Specialist led to an increased workload for the management team, which impacted on the management of the Northern Province programme and on the lesson-learning objective of the programme. The second DS was also to be assigned to manage and oversee the Home Based Care Programme in Zimbabwe and the Governance portfolio, but this had to be taken on by the first DS in the case of Zimbabwe, while the HoD has had to head up two pillars<sup>19</sup>. This limited the amount of time that the HoD could spend on strategic issues and the lack of staff resources has been a problem as although the CSP was supposed to reduce the number of areas that Irish Aid was engaged in, the programme in practice is still very broad.

17 Apart from two advisors who did not respond to the questionnaire. Overall the results indicated that 38% of time was spent on desk work, 16% on internal meetings, 9% meetings with other donors, 6% on meetings with GRZ, 5% on meetings with CSOs, 3% accompanying guests and 10% on other activities.

18 The CSP document states that "consideration of a request for an additional Development Specialist is on-going as part of a broader review of staffing within Irish Aid. Such an appointment would create inter alia, an opportunity to document experience across the programme, optimise its local engagement (i.e. develop a robust poverty monitoring methodology), set out a proactive research agenda and enhance programmatic coherence to generate complementary policy messages". P. 22

19 The management of the Zimbabwe programme was then transferred to Embassy South Africa in 2010.

5.33 Differences in management style have also impacted on the efficiency of the programme. It was reported that until the latter half of 2010 there was insufficient communication between senior management and staff in Lusaka, and that meetings to share information on key issues and strategy were not what they should have been. Senior Management Team meetings, coordination, Pillar and Audit committee meetings are now held regularly.

### In Summary

There has not been consistent management of the programme during the CSP period due to the significant challenges faced by the senior management in Lusaka and differences in management style. A significant burden was put on senior management time due to the demands of implementing a new design of CSP, managing old programmes that were being exited from, restructuring the Northern Province programme, managing new initiatives such as the change management programme and MfDR and co-leading in education. This was at a time when management resources were already stretched due to the lack of a second DS and second education advisor. Other issues with management have stemmed from insufficient communication between senior management and staff in Lusaka.

## Effectiveness of working relationships between Irish Aid Zambia and Head Quarters and other Country Programmes

5.34 The CSP was developed at a time when there were significant changes being undertaken in Irish Aid Headquarters as part of the Irish Government decentralisation process. This caused difficulties for the Irish Aid Zambia team, as there was not a clear vision as to how the CSP should be developed from a HQ perspective and there was not always sufficient technical support available to the Zambia team when developing the CSP and the results framework. (see ¶5.2-5.7).

5.35 The restructuring process within Irish Aid headquarters led to new mechanisms to support missions in country, with a change from sector advisors to two main departments giving support – the Policy Planning and Effectiveness section (PPE) and the Thematic and Specialist Support Section – with Development Specialists attached to each. There is also a desk advisor for Zambia. Irish Aid in Zambia have benefitted from support from both these sections, mainly through missions from HQ to Zambia. For example, the desk advisor has been part of the mid-term review team of the education sector support and there has been support on HIV/AIDS and gender.

5.36 What appears to be lacking is awareness among Irish Aid staff in Zambia that specialist support exists in HQ that they can draw-on on an ad-hoc basis. Discussions with the evaluation team revealed that many staff did not know that they could request support from HQ on technical matters and were not aware who should be contacted. Part of this was due to the fact that under previous management, requests to HQ had to go through senior management, which meant there was not the possibility to contact the desk or specialist support directly by Lusaka based advisors.

5.37 There are also other areas where there is collaboration between the Irish Aid Zambia mission and HQ. Funding for CSOs through the Multi-Annual Programme Scheme (MAPS) scheme is managed by the Civil Society section at HQ and is separate from support to CSOs through the Zambia country programme. If there

are problems, even though there are not formalised links with the country programme it is expected that missions in country will assist. This can put an additional burden on Irish Aid staff at country level, if time and resources have to be devoted to these CSOs, but this was not reported to be the case in Zambia.<sup>20</sup>

5.38 In practice, Irish Aid in Zambia also provides support to HQ when they are requested to feed back information to HQ on experiences at country level that have a bearing on global development issues. This occurs in the case of working with multilaterals where Irish Aid Zambia has been asked to communicate to the Multilateral Section what issues they would like addressed. Similarly lessons learned and good practice from the Zambia Irish Aid has been disseminated more widely in international forums. A member of staff from Irish Aid Zambia made a presentation to a forum of the Education for All (EFA) Fast Track Initiative (FTI) on having a donor partner as supervising entity for FTI funds, while good practice relating to strengthening gender from Zambia mission activities were used in OECD-DAC guidelines on gender. This was noted by HQ as an instance where Zambia played an extremely useful role in providing information and country-level experience that was vital for their work.

5.39 There was substantial lesson learning and exchange of experience between Irish Aid in Zambia and Malawi. The programme in Malawi was established in 2007 and personnel from the Zambia office had been involved in making the decision to open an office in the country and in discussing their own experiences of CSP preparation, issues with joint working and aid modalities and how to manage the interface between the political and development sides of the mission. This was extremely beneficial for Irish Aid in Malawi as it allowed them to avoid some of the challenges that the Zambia programme had experienced. For example, the Malawi programme chose vulnerability and poverty as the key issues that underpinned their CSP, rather than having a dedicated RRP pillar, as they felt this would be a more successful approach. They also used Zambia's experience to influence the way in which Malawi's aid architecture was established, to ensure transaction costs were low it was less elaborate than in Zambia. More recently there have been discussions to allow Zambia to learn lessons from Malawi's approach in order to use this to guide preparation for their new CSP.

### In Summary

The working relationship between Irish Aid Zambia and Irish Aid HQ has generally been good, but was not as effective as it could have been at the beginning of the CSP period when it was most needed. This was due to the restructuring at HQ level, which meant that there was a lack of clarity on CSP design and relevant support and advice was not forthcoming.

## CSP Programme Design in Practice

5.40 The four pillar structure has not been as effective in practice as originally anticipated as the synergies between the pillars have not always materialised and the pillars have tended to work in isolation. This is due to the original flaws in the design as outlined in ¶5.7 and the fact that there were no formal mechanisms put in place for inter-pillar collaboration, apart from team meetings.

5.41 The *Building Good Governance* pillar, has programmes included within it are free-standing (e.g. Parliamentary Reform, Support to MISA and the Zambia Governance Foundation (ZGF), but as all the other pillars work with CSOs, there are some natural links between the Building Good Governance pillar and activities in other pillars but these have not been exploited as much as they could have been. On the other hand, MDWLL is the original Northern Province programme so it has operated relatively independently, as has the Education pillar, which as a sector has also tended to operate in isolation. The way in which the pillars have been designed has resulted in few obvious links between them and other pillars, which has meant additional work to try and create synergies when they do not naturally occur. For example, one result of the decision to be involved in education only at the national level has been that there is not a natural link between the Education pillar and the MDWLL pillar.

5.42 The RRP pillar stands out as the pillar that has proved most difficult to implement, as it comprises three different programmes which have operated separately, but which should in practice underpin the overall programme. It has proved difficult to find a way to make this pillar work in a coordinated manner and to ensure activities cross-cut the other pillars.

<sup>20</sup> Although this was not an issue for the Zambia programme, the evaluation team were requested to comment on this when they had discussions with HQ.

5.43 There has been mixed success in implementing the five strategies underpinning the programme. There have been some successes in the *Mainstreaming* strategy although this has been uneven over the pillars. Mainstreaming of governance has been reasonably successful with work with CSOs across the pillars and to strengthen the financial management capacity of partners. There has also been a strong emphasis on gender mainstreaming with training related to this, although there has not been any monitoring of how this has translated into results on the ground related to gender. There has been less emphasis on HIV/AIDS, as the focus on gender has tended to crowd this out, combined with a view that HIV/AIDS was already included within the programme whereas gender was not.

5.44 The *Ways of Working* strategy has not been effective as there has been little attempt to strengthen coherence in programme management to realise potential synergies between pillars, as it has never been clear how this would be undertaken. The *Lesson Learning* strategy has not been implemented either, as no decision was taken on which lessons needed to be focused on or a mechanism put in place to disseminate these lessons. More recently the MDWLL pillar has focused on learning from development of the District Annual Investment Plans (DAIPs), but overall lesson learning has not been systematic. This is despite the fact that there are clear lessons emerging from the programme and lesson learning was a key objective of MDWLL, as well as being highlighted in the CSP 2003-2005 evaluation as an area that needed addressing.

5.55 The *Management for Development Results* strategy outcomes have been mixed. The focus on harmonisation and alignment has been reasonably successful as Irish Aid in Zambia has put a significant amount of work into the aid effectiveness agenda and has where possible used aid modalities that were harmonised with other CPs and aligned with GRZ policies and systems. An MfDR strategy was put in place and strengthened the programme's focus on results, but this led to a significant amount of time being spent on the MfDR, which detracted from some of the benefits (see the next section below for a separate analysis of aid effectiveness and monitoring and evaluation).

5.46 As part of the new CSP design there was a phase out from health and water and sanitation, and the number of CSOs funded was reduced. This was beneficial as it reduced the amount of areas that the programme covered, but there was no strategy put in place to phase out from these areas as part of the new programme. This has

proved difficult for the team in Zambia, as it has required significant staff time to deal with these activities, many of which are still on-going. This has particularly affected the MDWLL pillar where there are still many outstanding activities in water and health in Northern Province. It is also worth noting that despite the reduction in sectors covered, the CSP 2007-2010 still included a significant number of programmes and partners.<sup>21</sup>

5.47 Related to this, the Irish Aid office in Lusaka also ran the Zimbabwe Home Based Care Programme until the end of 2009. This was a cumbersome process as it took up a lot of staff time and involved 27 CSOs and 4 partners and involved regular visits to Zimbabwe. It was difficult for the office to manage given that they were not on the ground in Zimbabwe. As the diplomatic responsibility for Zimbabwe rested with Pretoria it was decided that from 2010 onwards the responsibility for the aid programme would also be transferred to the Irish Aid South Africa office.

### In Summary

The programme design was not as effective in practice as anticipated and the experience of implementation was mixed. Pillars have tended to work in isolation, apart from the *Building Good Governance* pillar and the synergies between them have been less than expected, while implementation of the cross-cutting strategies has been uneven.

<sup>21</sup> In 2010 Irish Aid was working with 40 partners, which was in fact an increase from 30 partners in 2007.

## Assessment of Aid Effectiveness

5.48 There have been significant efforts made by CPs in Zambia to implement the Paris Declaration Principles and increase aid effectiveness with a view to improving development outcomes. As noted in ¶3.9 this has mainly been through the implementation of the Joint Associated Strategy in Zambia (JASZ) (2007-2010) which provides a medium-term framework for CPs to manage their development cooperation and align with the Fifth National Development Plan (FNDP) and the Division of Labour (DOL) process. The key objectives of the JASZ are to:

- > Establish a shared vision and guiding principles for CPs support to the objectives of the FNDP.
- > Articulate priorities for support during the plan period.
- > Replace or align CP's country strategies with FNDP priorities, targets and country systems.
- > Improve aid delivery by achieving a more effective division of labour and allocation of CP resources.
- > Deepen the results focus of assistance programmes.
- > Simplify aid management to improve aid predictability.
- > Reduce transaction costs for the GRZ.

5.49 During the CSP period there were significant changes in the context that occurred which made the objectives of the JASZ more difficult to achieve. These were the fiduciary concerns that were raised in the health, education and roads sectors, which led to less willingness to use Zambian public financial management systems. Also the global financial crisis and subsequent cuts in aid budgets which resulted in CPs becoming more interested in results and value-for-money than joint working, while some CPs are reducing support or intending to withdraw from Zambia.

5.50 The success of the JASZ and the aid effectiveness agenda has been mixed in Zambia, with recent evaluations of the JASZ (OPM, 2009), implementation of the Paris Declaration in Zambia (Chigunta & Matshalaga, 2010) and Joint UK and Ireland report on mutual accountability (2010) suggesting the following outcomes:

- > The harmonisation and alignment process has advanced well, despite procedural and operational challenges of the JASZ/DOL process.
- > There is evidence of positive behaviour with regard to use of common arrangements, joint analytical work and operationalisation of the DOL by DPs.
- > The DOL process has led to considerable decongestion in sectors, but transaction costs have increased for lead donors in sectors.
- > Government ownership of the development process and leadership of the harmonisation and alignment agenda is still weak with the GRZ not stating forcefully DOL preferences.
- > CPs through the CPG tends to entrench their own positions vis-à-vis GRZ, although the troika system works well.
- > Systems for mutual accountability in Zambia are weak.

5.51 Despite these mixed results, Irish Aid has made a significant contribution to aid effectiveness and achieving JASZ principles through a number of initiatives that are outlined in Box 5.



#### Box 5: Irish Aid's Contribution to Aid Effectiveness/JASZ

- > Leading on the 2010 Monitoring Survey of the Paris Declaration in Zambia.
- > Active in the development of JASZ II.
- > Co-lead role in the education sector with the Netherlands coordinating 11 CPs in the education sector. Developed a MoU with the MOE and Code of Conduct for partners.
- > Active in HIV and AIDS, gender, social protection and governance (in line with DOL).
- > Lead role in the Parliamentary Reform Programme and Joint Financing Arrangement with the National Aids Council.
- > Participating actively in the CPG, Aid Effectiveness Working Groups and other CP working groups.
- > Supporting the establishment of Sector Wide Approach (SWAp) in the Rural Water and Sanitation (RWSSP).
- > A Civil Society Platform was established with Irish Aid support, bringing together organisations related to HIV/AIDS, gender inequality and food and livelihood insecurity.
- > Supported establishment of the Zambia Governance Foundation, co-funded by other CPs to provide funding to CSOs working on governance, human rights and poverty issues.
- > Use of pooled sector support in education and funding on budget through joint donor accounts for the Parliamentary Reform and Social Cash Transfers Programme. This accounts for around 65% of the overall Irish Aid Programme.

5.52 In addition, all stakeholders interviewed pointed to Irish Aid as being a key driver of the aid effectiveness agenda in Zambia and an organisation that takes aid effectiveness and the Paris/Accra principles seriously and has been active at a higher level to promote these principles through the CPG and the Aid Effectiveness working group. Irish Aid has been a vocal member of the Mutual Accountability Group, as well as being an

active member of Sector Advisory Groups (SAGs) and technical working groups. The value-added of Irish Aid in these groups is reported to be that they are good at networking with various stakeholders and achieving consensus as they are seen as a neutral partner. Irish aid has also provided a valuable contribution through the provision of financial resources and staff time to fund and take forward initiatives such as the currently on-going Paris Declaration Monitoring. This is something that not all CPs are willing or able to undertake.

5.53 On the other hand, despite Irish Aid contributing significantly to aid effectiveness in Zambia, as noted above, the recent evaluation of the JASZ suggests that the outcome has resulted in improved processes rather than results and that the division of labour process has led to increased transaction costs for donors, particularly those who are co-leading in sectors<sup>22</sup>. The evaluation also noted that the JASZ process was driven primarily by CPs, as there was weak ownership by the government. This was also confirmed by the 2010 evaluation of the Paris Declaration in Zambia, which noted that despite making progress on harmonisation and alignment, there was weak government ownership of the aid effectiveness agenda and the need to improve the division of labour architecture and forums for discussion.<sup>23</sup>

5.54 There has been a similar experience by Irish Aid in education where much effort has been put in this area, and there has been some success (i.e. in terms of reduced transaction costs for GRZ), although it resulted in an extremely heavy burden of work for staff as the division labour process resulted in CPs leaving the sector and a loss of technical expertise. It has also led to a focus on process rather than quality in education as noted in Chapter 7.

5.55 Irish Aid has been successful in moving towards using government systems and in 2010, 75% of CSP funding was on-budget. This is in line with the 2008 OECD DAC Paris Declaration Monitoring Survey which found that 74% of aid disbursed in Zambia was on budget in 2007. The latter figure has probably not increased significantly in recent years due to the fall in CPs giving budget support and issues in the health and roads sectors which have made CPs more wary of channelling funds through government systems.

5.56 In most cases Irish Aid has worked well with partners, but with some there have been more difficulties. A case in point is the UN, which although it is part of joint donor funding mechanisms, such as the joint funding

<sup>22</sup> OPM (2010).

<sup>23</sup> Chigunta, F. & N. Matshalaga, (2010).

for the Parliamentary Reform Programme, has not harmonised its processes and still demands additional reporting, which is against the spirit of the agreement. This has slowed down implementation and led to additional work for Irish Aid in resolving these problems as the focal point for this programme.

5.57 Despite Irish Aid's successes in furthering the aid effectiveness agenda in Zambia and within its own programmes it could be argued that too much time was spent on aid effectiveness agenda to the detriment of other equally important areas of the country programme. The considerable time devoted to strengthening aid effectiveness has led to the mixed results as outlined in ¶5.51 particularly in education. This may well have been a distraction from other areas of the CSP, which were implemented less successfully, such as the lesson learning strategy, strengthening links between the Northern Province and other parts of the programme and the ways of working strategy.

### In Summary

Irish Aid has made a relevant and important contribution to the aid effectiveness agenda and implementation of the JASZ. Irish Aid has followed the principles of aid effectiveness and harmonisation and alignment in a large part of its CSP. A strength of the programme has been the range of partners that Irish Aid has worked with and the use of joint working arrangements and country systems. However the considerable resources devoted to strengthening aid effectiveness has probably led to less time being spent on some other CSP strategies which were equally important.

## Monitoring and Reporting

5.58 The original CSP had a monitoring and results framework that was superseded by the results framework developed as part of the MfDR process<sup>24</sup>. The original framework was divided into three sections focusing on the monitoring of the FNDR, monitoring of the performance of CPs in the context of the JASZ and lastly monitoring of the Irish Aid programme.

5.59 Developing a new results framework was a strong focus of activity during the CSP and was a participatory process involving all staff in Zambia and also staff at HQ. The time taken to finalise the framework was lengthy as it went through many iterations with a revision of objectives in the 2009 mid-term review and indicators at immediate and intermediate level after this.<sup>25</sup> These revisions were a reflection of problems with finding data for indicators and that objectives were not being achieved. A logic model was also developed to fit with the results framework and again this was undertaken some time after the programme was finalised.

5.60 The development of the results framework was useful for re-orientating the programme towards focusing on results for Irish Aid and those of partner organisations, as this had not been emphasised previously. The development of the results framework was perceived as a positive process despite the significant amount of time spent revising the framework, as it brought the team together and by thinking through issues it promoted better team working. More importantly it also provided a clearer focus for the programme and for those of partner organisations.

5.61 There were however high transaction costs. The amount of time spent on revising the framework detracted from 'normal business' as staff spent blocks of time working on the framework. Also in some instances, the length of the process and the fact that objectives changed as a result was not helpful, creating confusion as to the results that staff should be working towards. The fact that other donors and GRZ had not moved towards an MfDR approach and the unavailability of data, have also limited the impact of the results framework.

24 The MfDR was a new initiative that was piloted in Zambia and was essentially learning by doing for the Zambia team.

25 The evaluation team were given a February 2010 version of the results framework which suggests that this was last the iteration.



5.62 The original CSP results framework was quite different in nature from the new framework, which was only finalised in February 2010. The iterations that followed as part of the MfDR process, changed indicators and outcomes although the objectives of each pillar were only changed in the MTR. Despite this, it is possible to use the framework to provide an assessment of outcomes and objectives, although the main problem is that the data is not available for some of the indicators used. An example of this is the figures on poverty reduction, which means that a definitive judgement cannot be made on the achievement of the CSP goal of reduction in chronic poverty and gender inequality in Zambia.

5.63 A small number of the indicators in the results framework do not respond to the SMART (Specific, Measurable, Achievable, Relevant, Time-Bound) criteria, which make them difficult to measure. Examples of this are under RRP objective three, where there is a target/indicator for "Irish Aid successfully influencing external partners in strengthening gender results and indicators in key sectors and programme components". This is rather vague and subjective and it is not clear how it is intended specifically for this to be measured. Similarly in education the second indicator under Immediate Outcome 2 "Notice board system in place providing communities access to information in school budgets". It is difficult to see how this will be verified/measured and who will be responsible for providing this information. The indicator is also not time bound, and there is no indication of what would be an acceptable level (see Annex E for a more in-depth discussion of the education section of the results framework).

5.64 What is also notable is that although much work has gone into developing the results framework, it has not been used as the monitoring tool that it was designed to be. There has been no systematic monitoring of the framework to assess progress. This is probably not encouraged as there are no milestones included within the framework, which would make it easier to evaluate progress, as the objectives/targets are for 2012 or 2015, although the CSP was originally designed to be completed in 2010. Interestingly the 2011 results framework in the CSP extension document changes some of the original outcomes, which means that those that drop out will not now be monitored, raising questions about the effectiveness of the 2007-2010 results framework as a monitoring tool.

5.65 The results framework is also not clearly linked to Irish Aid reporting systems. Reporting mechanisms for Irish Aid are the quarterly monitoring report; six monthly progress reports and annual reports and six-monthly reports, which are linked to the annual business plan prepared by Irish Aid in Zambia. These reports tend to highlight various achievements and issues related to each pillar but do not systematically go through the results framework to give a comprehensive view of what objectives and outputs are being achieved and which are not. Reports on the business plan also report pillar results in a random way, with reporting linked to the business plan and not the results framework. This resulted in a disconnect between the results framework and the reporting undertaken to HQ.

### In Summary

The results framework that was developed during the CSP was useful for re-focusing the programme on the results that Irish Aid and partners were expected to achieve, but the length of the process detracted from programme implementation. The framework has not been used for systematic monitoring of the programme, probably because there is a disconnect between the results framework and reporting formats to HQ.

## 6. Findings for Development Results: *Building Good Governance, Recognising and Reaching the Poorest and Making Development Work at the Local Level*

6.1 This chapter looks at the achievement of development results by first examining the extent to which the goal/final outcome and intermediate outcome of the CSP were achieved and secondly by examining the overall contribution of Irish Aid to achievement of objectives in the *Building Good Governance, RRP and MDWLL* pillars. Education as a key focus of the evaluation is considered in more detail in a separate chapter that follows. Figure 3 below shows the relationships between pillar objectives, immediate and intermediate outcomes, and the final Goal of the CSP.

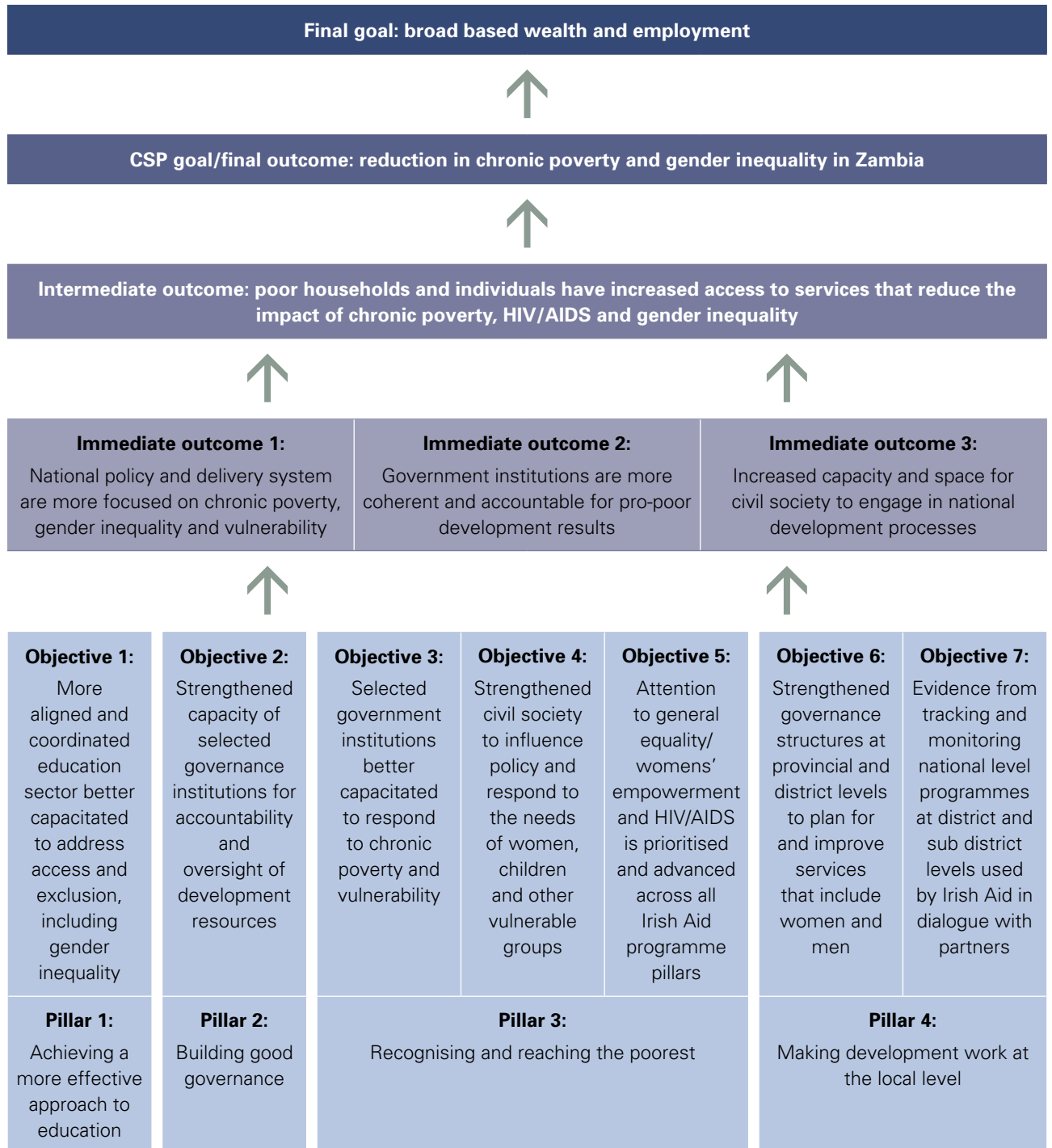
6.2 Contribution analysis will be used to assess the contribution of Irish Aid to overall results achieved in the sector.<sup>26</sup> The key steps/questions in the contribution analysis undertaken are shown in Box 6. Contribution analysis aims to assess what the CSP proposed to achieve, what changes in context occurred during the time period, Irish Aid's inputs and what happened overall and how Irish Aid made a contribution to overall results.

### Box 6: Contribution Analysis Approach

1. What did the CSP propose? (Objectives and how Irish Aid would achieve them.)
2. Changes in context:
  - a. changes in context assumptions
  - b. modifications to the programme.
3. What were the Irish Aid inputs?
  - a. financial
  - b. other
  - c. via GRZ/other channels
  - d. what happened overall?
4. What contribution did Irish Aid make?
5. Lessons and Issues.

<sup>26</sup> Further details of results in the education pillar and MDWLL can be found in chapter 6 and 7.

Figure 3: Abbreviated Version of the CSP 2007-2010 Logic Model



## CSP Goal/Final Outcome and Intermediate Outcome

6.3 An assessment of the extent to which outcomes in the results framework have been achieved is presented in Annex D. This represents an attempt by the evaluation team to evaluate whether key indicators have been met as of 2010, although some gaps still remain due to unavailability of data.

6.4 In terms of indicators related to the CSP goal/final outcome which is *"the reduction of chronic poverty and gender inequality in Zambia"*, there is very little current data available on poverty levels in Zambia. Although a new Living Conditions Monitoring Survey (LCMS) has been undertaken the results have not yet been released, which means that updated indicators of poverty are not available. There is however some data available on HIV/AIDS which experienced a small fall in prevalence from 2007 to 2008 and in the under 5-mortality ratio which also fell between 2007 and 2009.

6.5 **Good progress** has made in achieving the intermediate CSP outcome, given as *Poor households and individuals have increased access to service that reduce the impact of chronic poverty, HIV/AIDS and gender inequality*, as there has been a reduction in the prevalence rates for HIV/AIDS, which have fallen from 16% in 2006 to 14.3% in 2007 (Irish Aid 2010b) which means the target of below 14% for 2015 has nearly been met. There is also evidence that the under-5 mortality rate has been reduced from 149.6 (per 1,000) to 141.4 in 2009 according to World Development Indicators (World Bank 2010), while education completion rates for years 7, 9 and 12 have improved, as has gender parity in education. The two areas where there is no evidence of progress is in the gender and empowerment indicator and in increasing the Public Expenditure and Financial Accountability (PEFA) score on legislative scrutiny of the budget and audit reports.

6.6 An assessment of progress towards meeting pillar objectives follows immediately below. An assessment of progress towards meeting *Immediate Outcomes* is presented within the concluding chapter in paragraphs 8.13-8.16.

## Pillar 2: Building Good Governance

6.7 The original objective of the building good governance pillar was *to enhance state accountability and citizen participation in national development processes*. This was then changed after the MTR to *strengthened capacity of selected governance institutions for accountability and oversight of development resources*. The revised objective was more appropriate to the programme as the main programmes under the governance pillar as shown in Box 7 were primarily aimed at strengthening institutions to enhance overall governance. Although the outcome of this support was clearly intended to increase citizen participation in national development processes, the immediate aim has been institutional strengthening. During the CSP period there were two main changes in context. The first was that the decentralisation process was not rolled out by GRZ as expected and the second was that the operating environment for the media and NGOs became more restrictive. The decentralisation process was expected to have progressed faster than it did in practice and this resulted in fewer activities for Irish Aid to support. The NGO bill and the new legislation planned to regulate the media, has made it more difficult for these organisations to operate, while support to CSOs is becoming increasingly politicised.

### Box 7: Irish Aid Partners/Funding Channels for Governance

- > Joint funding support to the Parliamentary Reform Programme to improve effectiveness of the National Assembly (DFID, EC, UNDP).
- > Direct funding support to community radio stations to increase media access and outreach.
- > Joint funding for CSOs through combi-financing (GIZ and DFID).
- > Joint funding to the Zambia Governance Fund (DFID, DANIDA, SIDA, GIZ).
- > Copperbelt Governance Program (managed by CARE).

6.8 Changes in Irish Aid plans were in part a reaction to the change in environment, as there were issues with the misuse of funds by the Decentralisation Secretariat and the lack of progress on decentralisation that led to support to the Secretariat ceasing and being less of a focus for Irish Aid, as there were few activities related to decentralisation to support<sup>27</sup>. However this has changed in the last year, with the approval of the Decentralisation Implementation Plan in December 2009, which provides more direction on future actions. This has allowed Irish Aid to become more engaged in the past year.

6.9 The other change in Irish Aid plans related to the original CSP plan to “develop a robust methodology for engagement in Northern Province and the Copperbelt Province to generate lessons learnt”. A lesson learning system was not introduced, although a review of lessons learnt from decentralisation in the Copperbelt was undertaken (Malama, 2008)<sup>28</sup>. It is also worth noting that there was an intention to recruit a Public Financial Management advisor to support the governance programme, but this position remained vacant, as it did not prove possible to find a suitable candidate.

6.10 Total programme expenditure on governance from 2007-2010 was around 7%. It was intended that the total budget for governance would be larger than it was in practice, but Irish Aid budget cuts meant that there were small reductions over the CSP from what was initially planned, but this has had a minimal impact as the number of CSOs funded were being reduced anyway and this absorbed most of the cut.

6.11 In terms of staffing for the pillar there is currently one governance advisor based in Lusaka with inputs from other staff in Lusaka and Northern Province. Irish Aid has also been the lead CP for the Parliamentary reform project and staff has been recently involved in CP forums on decentralisation.

6.12 Overall, there has been progress on governance in Zambia during the CSP as evidenced by various surveys which indicate that:

- > There was an improvement in the Worldwide Governance Indicator for voice and accountability from 2007 to 2010 (217 to 250).<sup>29</sup>
- > Transparency International’s Corruption Perceptions Index for Zambia improved from 2.6 in 2007 to 3 in 2010.<sup>30</sup>
- > There was an improvement in the Mo Ibrahim Index of African Governance from a ranking of 21 in 2009 to 17 in 2010.
- > 51% of interviewed stakeholders offered positive assessments of the Public Accounts Committee in 2008 compared to 12% in 2004. 64% of MPs stated that the development of 150 constituency offices had improved their communications with constituents.<sup>31</sup>
- > The number of Members of Parliament (MPs) who feel they have too little influence over budgetary and fiscal policy dropped between 2004 and 2008 (78% to 48%).

6.13 Irish Aid’s contribution to enhancing governance is shown in Box 8 and indicates that the governance programme has not only contributed to some of the achievements outlined above, but also that good progress has been made towards achieving the revised governance pillar objective to strengthen the capacity of selected governance institutions.

6.14 In terms of achieving specific immediate outcomes from the evaluation framework Annex D indicates that data was not always available to verify whether outcomes have been achieved in governance or it was not possible for the evaluation team to make a judgement from the information which they had available. However, the outcome that has been achieved relates to *civil society prioritised concerns addressed in the SNDP*, while there is no information on the *percentage of people living below the poverty level decreasing or on citizens’ perceptions of local councils’ capacity to deliver services improving by 2012*. Increasing the *flow of funds to districts to support annual investment funds* had not been achieved, as GRZ funding has not risen during the period, while

27 Apart from the work to support decentralisation in four districts in Northern Province which is discussed under MDWLL.

28 The Copperbelt Governance Programme ran from 2004-2008 and was managed for Irish Aid by Care International. It provided institutional capacity support to Kitwe and Ndola City Councils.

29 World Bank (2010).

30 Transparency International Corruption Perceptions Index 2010, [http://transparency.org/policy\\_research/surveys\\_indices/cpi/2010/results](http://transparency.org/policy_research/surveys_indices/cpi/2010/results)

31 UCT Perceptions study, 2008.

the latest *Public Expenditure Management and Financial Assessment (PEMFA) evaluation* in 2010 indicated that there had been no change in the grade for improved external audit and scrutiny by the legislature.

6.15 One important element of Irish Aid support has been the focus on both the demand and supply side of governance. Assistance was given to the Parliamentary Reform Project to work with the Zambian National Assembly to strengthen the Public Accounts Committee and establish constituency offices for MPs, but also to CSOs to strengthen advocacy that is particularly crucial given the weak level of governance in Zambia. The latter support has been through the Zambia Governance Fund, which has supported CSOs to engage in advocacy with the GRZ to influence policy making and to hold GRZ to account. Combi-financing has also been supported with GIZ and DFID to fund 5 CSOs engaged in issues such as raising voter awareness, engaging with the GRZ in policy processes and monitoring performance.

6.16 The rationalisation of the number of CSOs supported at the beginning of the CSP was key to strengthening this assistance as it led to Irish Aid giving better quality support as fewer organisations were engaged with. This has resulted in better oversight of CSOs, more capacity building, longer time frames (i.e. multi-year funding) and more focus on results. An important aspect of this has been the organisational capacity assessments of partners that were undertaken to identify weaknesses in systems, particularly financial and monitoring systems and to build capacity. Assistance given by the Irish Aid finance and audit unit at the embassy has been an important element of this and was developed as part of the mainstreaming of CSOs strategy. The Zambia Governance Fund (ZGF) has also been established through Irish Aid and other CP support to fund CSOs, although it is too early to tell the impact of this support.

#### Box 8: Irish Aid's Contribution to Building Good Governance

Irish Aid through the governance pillar has contributed to improving governance and achieving the results outlined in ¶6.12 above by the following:

- > As donor focal point for the Parliamentary reform project assisted in moving the programme forward and mediating on issues relating to the Joint Funding Agreement, which were delaying activities due to other CPs demanding information outside the JFA. This was highly valued by the GRZ.
- > Work with the Public Accounts Committee (PAC) on strengthening Parliamentary processes including funding constituency offices. This has contributed to achieving a more positive assessment of the PAC by members of the public.
- > Support to community radio through the Media Institute of Southern Africa (MISA) increasing the quality and coverage of radio stations and improving planning and revenue generation. This has contributed to achieving greater accountability and transparency.
- > Support to CSOs through combi-financing support to CSOs to engage in advocacy on social and economic rights and the Zambia Governance Foundation which is now operational and has funded 33 CSOs to strengthen policy engagement and empower citizens to engage with the GRZ. Combi-financing has been used to support organisations engaged in election monitoring and voter education. This has also contributed to achieving greater accountability and transparency.
- > Experiences from Irish Aid support of Council's in the Copperbelt and Northern Province have been fed into national level dialogue, which has helped strengthen the decentralisation process.



6.17 Support to community radio through Media Institute of Southern Africa (MISA) has also proved to be positive. Evidence suggests that it has improved the quality and coverage of programmes and strategic planning and has led to radio stations themselves becoming more sustainable through revenue generation. Radio stations currently air weekly Good Governance radio programmes with community participation through phone-ins. This has helped raise awareness of governance issues in local communities and involved the community more directly in governance issues. Currently 10 out of 15 supported community radio stations have increased revenue since 2008, 12 out of 15 now have representative governing boards and 7 out of 15 have increased their radius coverage areas by 150km.

6.18 Sustainability of funding to governance activities remains an issue as many CSOs remain reliant on CP support, although Irish Aid has worked with these organisations to improve planning and diversify support. The Zambia Governance Fund is reliant on CP funding to support CSOs funded and there are some concerns as to whether it will be able to be sustainable without a continuous flow of CP funding. On the other hand Irish Aid has worked to address this issue reasonably successfully in other areas. Support to MISA/community radio is an example of this where assistance has been focused on diversifying revenue sources and as noted in ¶6.17 above, this has been successful.

6.19 An area where there has been less focus has been on using partner organisations to assist other parts of the Irish Aid programme and create synergies between them. For example, radio stations under the MISA programme could disseminate through its work with community radio HIV/AIDS messages. Although there is work on-going to establish monitoring frameworks for partner organisations this was not undertaken at the beginning of the support which makes it difficult to assess results rigorously. For example for the ZGF a monitoring and evaluation officer has only just been recruited.

## In Summary

The *Building Good Governance* pillar has undertaken a coherent set of activities towards programme objectives and has been effective in working towards the objectives. There are however some issues with sustainability of activities given the reliance on CP support for CSO related activities.



Martin Nsupila,  
Chairman of Radio Mano, Kasama, Zambia



## Pillar 3: Recognising and Reaching the Poorest

6.20 The original objective of the RRP pillar was *to better identify, reach and support communities most in need*. This was split after the MTR into three objectives, which reflect the programmes work on HIV/AIDS, gender and chronic poverty and vulnerability. The new objectives were as follows:

- i) *Selected GRZ institutions better capacitated to respond to chronic poverty and vulnerability*
- ii) *Strengthened civil society capacity to influence policy and respond to the needs of women, children and other vulnerable groups*
- iii) *Attention to gender equality and HIV/AIDS prioritised and advanced across all Irish Aid programme pillars.*

6.21 The change in objectives was an improvement on the original objective, which did not reflect well the actual activities that were being undertaken in the pillar or the results that were likely to be achieved.

### Box 9: Irish Aid Partners/Funding Channels for RRP

- > Strategic engagement with GRZ institutions (NAC, GIDD, MCDSS) to strengthen policy coordination and capacity.
- > Support to the Social Cash Transfer Scheme.
- > Funding the National Aids Council (NAC) for the HIV/AIDS response.
- > Strengthening CSOs to influence policy and advocate for change in areas related to vulnerability.

6.22 The main changes in context that occurred over the CSP period that had an impact on the context within which the RRP pillar operates were three-fold. The first was that there was a stronger emphasis by the GRZ on welfare assistance schemes. The second was that there was a decreasing emphasis on HIV/AIDS by the GRZ, making it more difficult to engage with government on

this issue and the third was the growing influence of the Global Fund for AIDS, Tuberculosis and Malaria (GFATM) which has led to a fragmentation within the health sector, as the fund is not harmonised with other CPs or aligned with GRZ systems.

6.23 Irish Aid also changed their plans over the period, with the GRZ's increasing interest in welfare assistance schemes, allowing Irish Aid the opportunity to focus more on social protection and support to a social cash transfer scheme. A stronger focus began to be given to hunger and vulnerability as a response to the recommendations of the Irish Government's Hunger Task Force, while funding was stopped to the Zambia National Aid Network (ZKAN) in 2009 due to concerns regarding the capacity of the organisation to deliver results.

6.24 The RRP pillar represented 17% of the total programme expenditure from 2007-2010. The actual budget was slightly reduced from 2007-2009 due to budget cuts, but was increased slightly compared to the original budget in 2010. Staff inputs comprised of a HIV/AIDS Advisor and a Gender and Poverty Advisor, as well as inputs from a Programme Executive, the Development Specialist and the Programme Advisor on the Northern Province team.

6.25 The main activities and partners that the RRP Pillar works with are shown in Box 9. In addition to this the Irish Aid Programme Advisors undertake capacity building and training activities for other pillar activities. The funding to most of the RRP programmes is joint with other CPs, while activities are also harmonised. The Social Cash Transfer Programme is undertaken with DFID and UNICEF, with matching funding being given by the Ministry of Finance. Support to gender is through a trust fund to assist capacity building in the Gender in Development Division (GIDD) in conjunction with the UN, NORAD and USAID and funding for the National Aids Council (NAC) is through a Joint funding arrangement with USA, UK, UN, Sweden, Netherlands, Norway, and Denmark. Funding to CSOs is undertaken directly, apart from funding to Churches Health Association of Zambia (CHAZ), which is through a joint financing agreement with other donors.

6.26 There has been progress in meeting the first Pillar objective, *selected government institutions better capacitated to respond to chronic poverty and vulnerability*. Irish Aid has been very active in pushing forward this agenda by becoming the lead donor in the Joint Financing Agreement with the National AIDS Council and co-lead donor for the HIV/AIDS cooperating partners group (CPG)

and an active donor in gender and social protection. Irish Aid was also instrumental in establishing a civil society social protection platform.

6.27 The NAC is now working to develop strong policies on HIV across government and to coordinate, monitor and mobilise resources for the HIV AIDS response. Irish Aid has taken on a lead role in the NAC Joint Financing Agreement arrangement with other donors and support to NAC has helped in lowering HIV prevalence rates, scaling up HIV services and increasing access to treatment. Irish Aid has worked to capacitate NAC to respond to issues of chronic poverty and vulnerability by emphasising efforts to strengthen institutional capacity, improving coordination and decentralisation to provincial and district level.<sup>32</sup> Work with Gender in Development Department (GIDD) is progressing more slowly, but Irish Aid and other CPs continue to support GIDD in strengthening its coordination role to support gender analysis in government policies and programmes. To date there are less concrete results relating to gender due to structural issues relating to GIDD, which stem from capacity limitations. These relate to limited financial resources, weak structures for coordination and inadequate technical skills.

6.28 Support to the cash transfer scheme has been a key part of Irish Aid's social protection programme. This has been successful to date as outlined in Box 10, as there has been an increase in households receiving cash transfers and evidence from the pilots persuaded the government to extend the programme to ten more districts. This has contributed to poverty reduction in poor households as direct transfers have raised incomes and consumption and improved their access to other services.

6.29 The second objective, *strengthened civil society capacity to influence policy and respond to the needs of women, children and other vulnerable groups*, is showing evidence of good progress. Support for advocacy strategies on gender-based violence through Women in Law and Development in Africa (WILDAF) have been crucial in developing a gender based violence bill, which is tabled to come before Parliament this year. Support to civil society partners has been scaled down during the lifetime of the CSP from 10 partners to 5, with these CSOs mainly focused on HIV/AIDS. These organisations have focused on advocacy relating to gender and HIV, nutritional support for people living with HIV/AIDS and support to children. Scaling down the number of CSOs has been beneficial as it has allowed more focused support on those who

remain funded by Irish Aid, but has raised some concerns regarding the sustainability of the services they provided, as these may not be maintained.

6.30 There has been mixed success in achieving the third objective, which was given as *gender equality and HIV/AIDS are prioritised and advanced across all programme pillars*. There has been a strong focus on gender in the CSP, due to the Irish Aid gender training that was given to staff in the Zambia office. This resulted in gender based indicators being included in the results frameworks and staff appraisals. Gender has been prominent in the education programme and also into MDWLL, where gender training was given to district councils, area and regional development committees (ADCs and RDCs). The evaluation team found that there was significant awareness of gender issues amongst District Councils and ADCs in Northern Province, but as noted in ¶6.42, there is not yet any evidence that this is being put into practice in the District Annual Investment Plans (DAIPs).

#### Box 10: Irish Aid's Contribution to Recognising and Reaching the Poorest

Irish Aid through the RRP Pillar has contributed to the following outcomes:

Reducing poverty in poor households by scaling up of the Social Cash Transfer Programme with the number of households receiving cash transfers rising from 1,027 in 2004 to 11,654 by 2009.

Increasing access to treatment for HIV/AIDS through anti-retroviral treatment being scaled up to 355 health facilities covering all 72 districts and the number of people accessing treatment increased to 285,000 by the end of 2009 representing 58% of total need.

Support to civil society to advocate on the gender based violence bill, which will come before Parliament this year and has the potential to provide an important legal framework for reducing gender based violence.

Taking the lead role in the NAC coordinating structures and funding to NAC that has helped in lowering HIV prevalence rates, scaling up HIV services and increasing access to treatment.

<sup>32</sup> The HIV prevalence rate has decreased from 16% in 2006 to 14.3% in 2008 and is expected to further decrease to around 12% by 2010.

6.31 The focus on gender has tended to crowd out HIV/AIDS mainstreaming in the Irish Aid programme, due not only to a reduced GRZ interest, but also a feeling in Irish Aid that HIV/AIDS was already being addressed through the programme. In practice this has resulted in HIV/AIDS activities being left to CSOs funded by Irish Aid, when there could have been opportunities to create more synergies with other pillars and use work for example in education to address these issues. A workplace HIV/AIDS programme put in place for the Irish Aid offices in Lusaka and Kasama was seen as valuable.

6.32 In terms of achieving immediate outcomes from the results framework, Annex D indicates that for RRP there is not recent data to assess the first immediate outcome on the indicator *percentage of people living below the poverty line*, but there is evidence of a small decrease in *HIV/AIDS prevalence*. There has also been an increase in the number of *Orphaned and Vulnerable Children accessing education and nutritional support*. Irish Aid supported over 6,000 Orphans and Vulnerable Children (OVC) through CSOs and guidelines on standards of care for OVCs have also been developed. For the second immediate outcome, an *HIV/AIDS M&E systems has already been institutionalised* in all 72 districts, although a *M&E framework for gender mainstreaming* has not yet been undertaken, although it should be noted that the time frame for reaching both these outcomes is 2012. Immediate outcome three is related to having a *coordinated advocacy strategy highlighting gaps and response strategies for vulnerable children*. This is being addressed through the activities developed as part of the social protection platform, whereas the other indicator for the third immediate outcome which is *to develop an evidence based framework to monitor utilisation and impact of social protection programmes* has not yet been undertaken.

6.33 There are some sustainability concerns regarding the social transfer programme, as it is reliant on CP funding, although more recently the Ministry of Finance has added GRZ funding. Despite this, it is not yet clear the extent to which there is government ownership, although this might become stronger once the benefits of the programme become clearer. In the case of the strategy to reduce support to CSOs, this may result in some services that they were providing becoming unsustainable due to the withdrawal of funding. However no analysis has been undertaken of what the likely impact of this will be so it is difficult to determine what will happen in practice.

## In Summary

Overall, the *Recognising and Reaching the Poorest* Pillar has made some progress towards delivering results, particularly in strengthening government institutions through work with NAC, establishing the Social Cash Transfer scheme, but less so in terms of gender and working through GIDD. Work with CSOs has shown evidence of meeting objectives through CSOs influencing policy and responding to the needs of women, children and other vulnerable groups. There has been mixed progress in mainstreaming gender and HIV/AIDS across pillars, with a greater focus on activities related to gender, which has led to less attention being given to HIV/AIDS.



Husband and wife William and Marjory from Zambia's Northern Province are now receiving life-saving Anti-Retroviral (ARV) drugs which enable them to live healthy, productive lives and to look after their four children. Photo: Daniel Rowan

## Pillar 4: Making Development Work at the Local Level (MDWLL)

6.34 The original objective of the MDWLL pillar was to ensure that national *level policy was informed by local priorities*.<sup>33</sup> This was changed after the MTR to two objectives which were:

- i) *Strengthened governance structures at provincial, district and sub-district levels (to plan and improve services that include poor men and women).*
- ii) *Evidence from tracking and monitoring national level programmes at district and sub-district levels used by Irish Aid in dialogue with partners.*

6.35 The original objective was changed, as it did not fully reflect the work of the pillar which was not only to learn lessons to inform national dialogue, but also to work with governance structures at sub-national level. By the time of the MTR it was also clear that there had not been a systematic attempt to capture emerging lessons to integrate them into national level policy-making so the objective was changed, as it was not being achieved.

6.36 The main change in overall context that occurred during the CSP that was also noted earlier concerned the decentralisation process, which was not rolled out as quickly as expected. This had an impact on progress with Irish Aid's work with the four district councils in Northern Province (see Box 11 for Irish Aid activities).

6.37 The main changes in the MDWLL programme were that it was decided to phase out from water and sanitation at national level and from rural water by mid-2010. At the end of 2009 a review was undertaken of the Northern Province Programme and further changes were made as a result of recommendations made (Irish Aid, 2009). These were the untying of support to the four districts, so that any sector could be funded through the DAIPs, not just water and sanitation, HIV/AIDS and governance. There was also a reduction in professional staffing in Kasama, from 11 in 2007 to 7 by 2010 with the aim of making the team more cost-effective.

6.38 The MDWLL pillar comprised 14% of the total programme expenditure from 2007-2010, although the actual budget was less than planned in 2008 due to Irish Aid budget cuts. Staff inputs consisted of the staff in the Kasama office as well as a share of Lusaka management and programme advisor time. The advisors in the office in Kasama have paid special attention to capacity building with districts, partner NGOs and area and regional development committees (ADCs and RDCs).

6.39 As shown in Box 11 all funding is either directly to councils or CSOs or through CARE who manages the Peri-Urban Water and Sanitation programme on behalf of Irish Aid. There is no harmonisation with other CP activities as there are no other CPs directly working in Northern Province. Funding support to the Ministry of Local Government and Housing to establish a National Rural Water and Sanitation Programme (RWSSP) was also given to develop a joint mechanism for funding rural water at a national level.

### Box 11: Irish Aid Partners/Funding Channels for MDWLL

- > Support to four district councils in Northern province to develop capacities for integrated planning and good governance to improve service delivery (direct funding).
- > Peri-urban water supply and sanitation (managed through CARE).
- > Support to CSOs to address needs of poor and vulnerable (direct funding).
- > Funding to the rural water supply and sanitation (RWSS) programme.

<sup>33</sup> A more detailed assessment of the MDWLL pillar is provided in Annex F.



6.40 Despite slow movement on the decentralisation process, Irish Aid has made specific contributions to the areas in which it works under MDWLL which are summarised in Box 12. Progress has been made on working with district councils to strengthen their planning and financial management, which means they are in a better position compared with other districts when a full roll out of decentralisation occurs. In addition it was reported by the Councils that Irish Aid capacity building support to assist in planning and financial management has been very beneficial, while there is evidence that districts and line ministries are working together more effectively through the Sub-district Planning Committees. There has also been work by Irish Aid with the Provincial Planning unit to assist them with overseeing the provincial planning process to make the system more coherent.

6.41 Irish Aid financing for districts through the District Annual Investment Plans (DAIPs) is an important contribution given that there are no alternative sources of funding for investment projects that can be accessed by the districts. However given the lack of GRZ funding, particularly in 2008, it is likely that this funding is substituting for GRZ funds rather than providing additional funds. On the other hand, it has been a beneficial move by Irish Aid to allow funding to be used from 2010 for activities other than the original Irish Aid priorities (governance, water and sanitation and HIV/AIDS). This allows districts to fund what they perceive to be their own priorities, rather than them being skewed to Irish Aid preferences.

6.42 Another contribution has been gender mainstreaming training with partner organisations and there is clearly a high level of awareness of the issues surrounding gender. However, this does not yet appear to have been reflected in the DAIPs, as although mainstreaming cross-cutting issues is stated as an objective, the DAIPs themselves list priority interventions, but with for example no disaggregation of beneficiaries by gender or indication of how mainstreaming will occur.<sup>34</sup> The focus on gender has also led to less attention being given to HIV/AIDS with this aspect left to partner CSOs.

34 See Mpika District 2011 Annual Investment Plan and Mbala District 2011 District Annual Investment Plan.

35 It is difficult to give specific examples of Irish Aid's contribution to MDWLL as only two evaluations have been undertaken of programmes. One was an evaluation of Irish Aid's response to HIV/AIDS in Northern Province (Butcher, 2008) that only covered one year of the CSP period. The other undertaken by Milimo et al (2009) was a mid-term review of support to peri-urban water. Given this there is very little information available on outcomes of Irish Aid support under the MDWLL pillar as the recent Irish Aid Review of planning in Northern Province gave no evidence on outcomes.

#### Box 12: Irish Aid's Contribution to Making Development Work at the Local Level<sup>35</sup>

Capacity building support to district councils, which has improved district financial and planning systems, with better coordination between district authorities and line ministries. This is evidenced by the 2010 DAIPs that demonstrated marked improvement over previous years.

Increased access to clean water for 45,000 people in 2010 in Northern Province through Irish Aid support to the Peri-urban water and sanitation programme.

CSOs supported to address the needs of poor and vulnerable men and women. Capacity building support to some NGOs have allowed them access additional funding, such as DOPE who now received funding from Action Aid.

Gender mainstreaming and awareness training which has resulted in more women participating in RDCs. Also most WATSAN committees had achieved 50% representation of women.

Irish Aid was instrumental in establishing the RWSSP sector support, which provided a joint donor framework for supplying water to rural areas. This has increased access to water and sanitation.

Piloting of programmes in Northern Province that have been rolled out nation-wide (child protection approaches).

6.43 Irish Aid has been working with NGOs in Northern province to support people who are poor and vulnerable or living with HIV/AIDS. This support is currently being phased out in order to reduce transaction costs for Irish Aid and to streamline the programme. Irish Aid staff in Kasama have been working with these organisations to ensure that they have developed strategic plans and good financial management systems to try and attract funding from other sources. There are some examples of NGOs such as DOPE being able to attract funding from Action Aid, whereas others may not have been so successful. However, to date no monitoring of how these organisations have fared has yet been carried out.

6.44 The other main area in MDWLL that Irish Aid has been supporting is water and sanitation at both national and district level. Irish Aid has been very active in pushing for greater harmonisation and alignment at national level and has been instrumental in establishing the Rural Water and Sanitation Programme (RWSSP) through support to the Ministry of Local Housing and Government. However, Irish Aid decided to withdraw this support due to lack of progress in establishing a basket fund and in the future will no longer fund water activities at national level.

6.45 In Northern Province the Peri-urban Water programme managed by CARE has expanded water facilities available, despite significant delays in construction due to delays in finalising the MOU between Irish Aid and CARE, changes in engineering designs, logistical challenges to transport equipment to Chilubi Island and high turnover of staff at local authorities. This is reported to have reduced incidences

of water borne diseases, although no systematic evaluation of this has been carried out. It has however proved difficult to spend all the water and sanitation funding allocated to the programme (this includes funds provided to both the Peri-urban Water project and funds provided to District Councils for water activities through DAIPs). By 2010, the balance of unspent funds from 2008-2010 in Northern Province, which related to water and sanitation was 58%. This is due to issues with procurement, sustainability and contractors which led to significant delays in implementation.

6.46 Progress on the first revised objective of the MDWLL pillar is being achieved, as evidence indicates that planning systems are being strengthened, but it is not clear if this is being translated into improved services for local communities (see Annex F). As there has been no formal monitoring of the impact of the Irish Aid support it is not possible to gauge whether outcomes



Water Committee, at Water Kiosk, funded by Irish Aid, Chambeshi, Northern Province

have been achieved. But given that the objective is based on processes, it would make sense to balance this with focusing on results and outcomes at community level to be sure that the assistance that Irish Aid assistance is having an impact on the ground.

6.47 The second objective of *monitoring and tracking of national level programmes at district level to use the experience in dialogue with national partners* has not been undertaken in a formal sense. Although some activities took place later in the CSP, such as the tracking study on education in Northern Province (Chileshe, 2010) there has not been a systematic attempt to undertake this. It is clear that lessons are emerging, but there has been no discussion on which lessons Irish Aid wishes to focus on and how these will be used in dialogue with other partners. A specific missed opportunity is that education has not been included within the Northern Province programme, which could have provided a synergy between two different pillars and the prospect of monitoring how work at national level in education has impacted at local level. This was due to a decision to focus on education at a national level in the CSP.

6.48 It is also worth noting that the two new objectives are still very much focused on processes rather than results. The second objective does not fit very well with the other pillar objectives as it is at the 'input/output' level of the results chain rather than the 'output/outcome' level where the others are set. It is also anomalous that using the experience of working at local level to feed into national dialogue remained a key focus of the pillar, when there has not been any attempt in the latter half of the CSP document to establish a system to do so. No adequate explanation was given to the evaluation team as to why this did not occur, but is probably related to the lack of a second DS who in the CSP is designated to take this forward.

6.49 In terms of progress towards achieving immediate outcomes as stated in the results framework, the picture is mixed as there has been progress in meeting some outcomes, but not others (see indicators for outcome levels of the Results Frameworks, Annex D). There has been an increase in the proportion of people accessing functioning rural water supply points, HIV/AIDS M&E systems have been introduced to the four districts and CSOs are to some extent participating in district coordinating committees. In other areas there is less progress, as there is no evidence to date of an increasing level of district resources being targeted at vulnerable children and women, CSO activities are not being

incorporated into district plans and there has not been an increase in GRZ funding to districts. Still it should be noted that targets are for 2012 and it is still possible that some progress may be made in these areas.

6.50 There are also some questions regarding sustainability of some pillar activities. The DAIP process is still parallel and as yet has not been integrated into GRZ planning process or driven by GRZ, as it is the prospect of Irish Aid funding that drives the preparation of the DAIP. There are issues with the sustainability of financing of water and sanitation facilities as the local water company is not on a sound financial footing as the water schemes financed by Irish Aid are being subsidised by other users, although capacity building support has been provided by Irish Aid to Chambesi Water and Sanitation Company.

6.51 Support to districts is also dependent on retaining personnel, which is proving difficult and when staff leave the training process needs to be repeated. The phase out of support to CSOs means that funding will now have to come through the District Annual Implementation Plan (DAIP), which means that districts must prioritise CSO activities, which is not likely to happen. This is likely to leave CSOs who are providing crucial support to the poor and vulnerable without any assistance. This situation should be monitored to ensure that there is an orderly transition, with support given to assist these organisations in accessing additional funding.

## In Summary

The MDWLL pillar has been effective in providing support to four district councils in Northern Province to build capacity to plan and in strengthening financial management systems. Funding DAIP activities has also given districts an important source of funding for priority investment projects, as has direct funding of NGOs. On the other hand, the main objective of the pillar, lesson learning to inform national policy, has not been achieved. It is unknown whether support is being translated into better services for local communities due to a lack of monitoring of activities. Although there have been difficulties with the MDWLL during the early CSP period, it now has the potential to play an important role in the programme given the importance of relieving rural poverty in Zambia.



# 7. Findings for Development

## Results: *Achieving a More Effective Approach to Education*

### Introduction

7.1 This chapter presents the evaluation's key findings with respect to the education sector. Following a contribution analysis approach the Chapter will consider in turn: the context in the sector prior to the current CSP; Irish Aid's objectives and strategies for the CSP period; the key achievements and challenges in education between 2007 and 2010; contextual changes over the period; and, the evaluation's assessment of the Irish Aid contribution to the sector.

### Context of the sector prior to the current CSP

7.2 A brief incursion into history is necessary to understand how the situation in the education sector is related to developments in the past. During the 1980's and 1990's the poor economic climate and the debt burden in Zambia produced deep budget cuts to the social sectors, including to education. By the end of the 1990's, school infrastructure had deteriorated significantly, enrolment rates had dropped, and literacy rates had decreased. When the economic climate improved in the late 1990's the GRZ developed a series of plans to address the challenges, which were more significant than two decades earlier. Work on donor harmonization and alignment was



Classroom at Rosamystica Basic School, Lusaka, Zambia

initiated during this period, and included the signing of an agreement for the establishment of a pool fund between the Ministry of Education (MoE) and nine donors in 2003. Irish Aid was among the first group of donors to commit to pooled funding.

7.3 An independent assessment of Primary Education in Zambia (IOB, 2008) provides a useful summary of progress in this period prior to the current CSP. The following key findings stand out:

- > Enrolments increased dramatically between 2000 and 2007, from 1.1 million to 2.7 million pupils. Drop-out, repetition, and completion rates improved. However, the gender gap at middle basic and upper basic level of primary education remained critical.
- > Over the six years donors financed 32% of all education expenditure (and 35% of basic education). Donor harmonization/support facilitated the enrolment of 800,000 pupils over the period.
- > Zambia made significant gains in enrolment without negatively affecting quality, although quality remained low.<sup>36</sup>
- > The education policy in general has been pro-poor, although distribution of access is still regressive.

## Irish Aid objectives and strategies for the current CSP

7.4 Irish Aid support to the education sector, through project support, was initiated in the 1980's. The 2003-2005 CSP was the backbone for the current CSP and included support to the sector pool fund, to CSOs, and to education in the Northern Province. Thirty two percent of the CSP funding went to education. The 2005 CSP evaluation underscored the substantial progress on donor harmonisation and noted that this was "critical to the efficient use of aid resources ... (to) avoid duplication or conflict between donor activities and minimise transaction costs on host governments" (OPM, 2005, p.iii).

7.5 In the design phase of the 2007-2010 CSP the initially proposed objective by Irish Aid for the education pillar was "to champion aid effectiveness in Zambia in line with Irish Aid's global commitment to the Paris Declaration", and the original title of the pillar was "Progressing Aid Effectiveness". This reflected the thinking that the overall CSP programme would have a strong focus on aid effectiveness – building on the conclusions about the importance of harmonization and alignment for sector effectiveness and efficiency. However, a desire by HQ to see a stronger focus on the sectoral approach resulted in successive changes to the pillar focus and priorities during the design phase. The final agreed upon CSP objective was to "contribute to improved delivery and quality of education and to be effective in the lead role (in the sector)". During the Mid Term Review of the CSP in 2010 the pillar objective was reformulated and became "more aligned and coordinated education sector better capacitated to address access and exclusion (including gender inequality)".

<sup>36</sup> SACMEQ(Southern and Eastern Africa Consortium for Monitoring Educational Quality) data for Zambia over three consecutive periods – analyzed by A. Mulkeen, who provided Technical Assistance to Irish Aid over the CSP period – underscores this conclusion. The first SACMEQ results for 1995/96 put literacy scores for Zambia at 480. At the time of the second SACMEQ (2002/2001) survey the literacy scores for Zambia had dropped to 440 (reflecting the devastating impact of the policies in the preceding period). However between the second SACMEQ survey and the third (2006/2007) the score remained roughly the same (430). It should be noted though that over the entire SACMEQ period the scores for Zambia have been consistently among the lowest in the region.



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7.6 Four strategies – which remained unchanged during the evaluation period, underpinned the work of the education pillar. The strategies were:

- > Strengthening aid effectiveness in education by promoting the application of the Paris Principles/Accra Agenda for Action (AAA) through the co-lead role;
- > Strengthening civil society capacity to influence education policy dialogue particularly around issues of gender inequality and vulnerability of children;
- > Strengthening Irish Aid and partner focus on gender equality results in education;
- > Strengthening institutions, systems and practices for delivery of quality education services.

### In Summary

The evaluation finds that both the revised objectives and the strategies for implementation were appropriate and relevant. The revised objective brought together alignment and coordination and the expectation that this would impact on a more effective approach in the education sector. The choice to focus on aid effectiveness was logical and this was an area that donors could expect to influence directly and expect further progress. The strategies flowed logically from the priorities and reflected the key areas of opportunity where Irish Aid had experience, as well as critical needs for the sector.

## Progress in the sector to date

7.7 This section will examine the changes that have taken place in the education sector over the CSP period. An extensive impact assessment is beyond the scope of the current evaluation. Nonetheless, documentary evidence, interviews conducted by the evaluation, as well as Irish Aid own monitoring against their results framework, provides sufficient material to take the figures from 2000 and update these to 2009 (i.e. extending the analysis that was done for the IOB report up to 2006 by a further three years). Where available, specific figures for 2007 through 2009/2010 are included<sup>37</sup>.

In terms of *financial inputs*<sup>38</sup> over the period of the CSP there has been an increase in Government funding to education (donor funding is discussed in the next section). The proportion of the budget allocated to education has increased from 14% in 2006 to 19% in 2009, with the absolute budget to education increasing over this period<sup>39</sup>. However, most of the additional funding is allocated to personal emoluments and does not directly benefit the education programme. Tentative data for 2011 suggest that the GRZ budget for education has now stagnated at 18.6% for 2011. Unit spending per pupil in basic education is low at 9.3% of GDP per capita, compared to the international norm of about 12% of GDP per capita. Zambia currently spends 4.4% of GDP on education (up from 2% in 2000). This still compares unfavourably with the more than 5% of GDP which comparator countries are spending.

7.9 With respect to *achievements*, the following is observed for the period between 2000 and 2009:

- > *Enrolments have grown impressively:*  
At primary level a 78% increase has taken place between 2000 and 2008 (an additional 1.2 million pupils since 2008). In the period between 2007 and 2010 specifically, primary enrolment increased by about 500,000 pupils. Increases at upper primary and secondary level have been even greater.

- > *Gender parity has improved:*  
At primary level Zambia is close to gender parity, but parity declines further up the system. Transition rates for girls in grades 7 and 8 have improved from 53.6% in 2006 to 57.2% in 2008. Between 2004 and 2009 the gender parity index grew from 0.93 to 0.97 in basic education and from 0.78 to 0.83 at high school.
- > *Education has become more inclusive:*  
The number of orphaned pupils has increased from 0.4 percent in 2003 (grades 1-9) to 3.1 percent in 2008. An increasing portion of students are receiving bursaries. The importance of community schools<sup>40</sup> and private schools has increased, and community schools have grown more rapidly than any other type of school. The case study (Box 13 highlights the dynamics around community involvement in education.
- > *There have been improvements in teacher provision – supply, deployment, management and training:*  
Specific efforts were made during the period covered by this CSP to employ and train teachers, particularly in remote areas (where enrolments have grown faster). In 2008 alone an extra 5600 teachers were recruited, and a further 5000 were recruited in 2009.
- > *Since 2006 the pupil teacher ratio has begun to reverse:*  
The number of districts with pupil/teacher ratios of over 100:1 in grades 1-4 has reduced from twelve in 2007 to seven in 2009.
- > *There has been a substantial investment in schools and classroom construction:*  
In 2008 alone, a total 1300 new classrooms were built. Operational guidelines for the management of schools were adopted in 2007 by which the MoE takes overall responsibility of running community schools.

37 The analysis draws on a number of unpublished reports and on work shared by A. Mulkeen (based on MoE statistics) who has provided technical support to the Irish Aid programme over the CSP period.

38 Technical inputs and how these have changed over the CSP period are discussed in the next section.

39 The figures on funding to the sector are based on estimates by the Irish Embassy. Consistent statistics on budget and expenditure in education cannot be obtained. Discrepancies between the Ministry of Finance and line ministry figures are the norm and figures have varied substantially based on the source of information.

40 Community schools started as a short term response to the oil crisis in the 1990s but now represent 20% of all schools, and in some regions up to 50%. In grade 9 exams for Mathematics and English community schools performed at the same level as government schools in spite of the fact that they receive far less resources and support. The importance of community schools has grown in the context of HIV/AIDS. The GRZ has developed operational guidelines for community schools, but these are not put into practice. Money flows to the community schools indirectly, and the amount of money is at the discretion of districts.



### Box 13: Expanding access to education for vulnerable children

In the year 2000 a retired school teacher in Kasama (Northern Province) brought together a small group of 10 orphaned children who had been shunned from school to work on teaching them basic reading and writing skills. The group got together in a makeshift hut and the group grew rapidly as more children, mostly orphaned by AIDS, joined.

By 2004 the school had 62 children and the village committee became involved in the management of the school. A request was formulated for support by the education authorities and in December 2006 the school received three trained government teachers. Soon afterwards the community approached Irish Aid for support to building a block of three classrooms and latrines which was completed in 2009. The community participated in the construction by producing bricks for the walls, purchasing stones and sand for the construction, and by providing labour and some funding.

The school has grown rapidly in the ten years since it first started. Pupils are taught by 13 government teachers in a dual shift system. Enrolment in 2011 stood at 867 children of which over half are girls and the schools now goes up to grade 7. Twenty percent of the pupils in the school are orphans. An active and committed Parent Teacher Association (PTA) has played a major role in the management of the school and the school which has recently been accredited as a government school. The MoE recently agreed to support the construction of three additional classrooms to accommodate the growing number of pupils.

The involvement of the community, the quality of the classrooms and teachers, has attracted large numbers of pupils from the community to the school. Orphans continued to receive priority in terms of enrolment and are no longer shunned by their peers or by the community. The retired school teacher who started the initiative has since passed away, but her initial commitment has been taken up by others and will continue to bring major benefits to the community.

7.10 The indicators of progress listed above are part of the Irish Aid results framework that is used to monitor progress against the three key objectives of the programme. Six indicators were defined for the three education immediate outcomes. The immediate outcomes relate to: i) making national policy and delivery systems more focused on poverty, inequality and vulnerability; ii) to making government more coherent and accountable for pro-poor development results; and iii) to increasing space and capacity for Civil Society to engage in national development processes. There has been some change in the immediate indicators with one indicator being dropped and a new one added under the second immediate outcome. An overview of the extent to which the indicators (which have a target date of 2012) were achieved can be found in Annex D, and a summary is provided here.

7.11 Two of the six indicators have been completely achieved. The first concerns the *transition rate of girls in grades 7-8* which surpassed the expected target by growing from 53.5% in 2007 to 67.4% in 2010 (the target had been 60%). The second indicator relates to *putting in place an advocacy strategy to measure progress and track government support to community schools*. This was also achieved, with a joint strategy being put in place by two NGOs ZANEC and ZOCS in mid 2010.

7.12 Good progress has been made on three other indicators. The *number of districts with pupil-teacher ratios of over a 100:1* has been reduced almost by half in three years – from 12 in 2007 to 7 in 2009 (the last year for which data was available). There are indications that the expected target of zero districts will be reached by 2012. Progress has also been made in *putting in place and institutionalizing in the MoE a campaign for zero tolerance to abuse of girls in schools*. Encouraging signs exist on advances in the new indicator related to putting into place *a notice board system to provide communities with access to information on school budgets*. A pilot in this area has been successfully completed in 2010. Starting in 2011, the first phase of a domestic accountability initiative will be rolled out to 152 schools in 9 provinces.

7.13 There has been little progress on the target of reducing *the percentage of education support from CPs that goes to education through parallel systems*. The lack of progress on this indicator is related to the difficulties in putting in place Targeted Budget Support (TBS) – an issue that is discussed at length in this Chapter. Finally, the indicator which monitored *MoE budgetary allocation to basic education* (with the expectation that this would increase from 60% to 71% between 2007 and 2012) was dropped in 2009 in consultation with partners and the MoE. Given the increasing pressure for expansion at post primary education levels (as a result of the expansion on basic education) as well as the adoption of a Sector Wide Area Approach (SWAp), it was agreed that a target for increasing spending on basic education was not achievable.

7.14 However, in spite of the progress noted above, Zambia continues to be among the poorest performers in the region. *Efficiency* of the system is poor, as are *learning outcomes* – in 2006 less than half of the grade 5 students met minimum standards and less than 10% met desired standards. An analysis of grade 9 exams in 2009 (Mulkeen, 2010) showed that the mean score in every subject was under 40%. The recent National Implementation Framework (NIF) review highlights that the continued disappointing *quality* of education calls for a “fresh view on the quality issues” (p. 13). *Equity* concerns continue to exist – statistics show that both the richest and the poorest are not present in public schools and the national assessments of performance on grade nine exams also show a strong geographical pattern, for example with Lusaka students performing far better on English literacy. For girls in particular, early pregnancy and cultural issues continue to affect access and participation in schooling. The worsening poverty levels have affected the capacity of communities and families to contribute to the costs of schooling and HIV and AIDS have exacerbated these problems. In many schools up to 20 percent of the pupils are orphans. Challenges to system *governance and management* are substantial. Accountability is weak, decision making is often slow, and systems generally function with some deficiency. Reform of the systems has been slow and time consuming, e.g. in the area of procurement. Separate *funding* streams by donors and government down to school level – and which entail high transaction costs – have reduced efficiency, predictability and affected the extent to which supplies reach schools. There is also concern that the expansion in recent years has been *under-funded* – expenditure on the non-personal emolument heading has fallen significantly short of planned and budgeted amounts, which has meant grants for schools, for text book and for bursaries

have been reduced while the system continues growing. Underfunding will likely continue to threaten the quality of education and access for the most disadvantaged students (Mulkeen, 2011). Finally and as further discussed below, progress on *aid effectiveness* has been far less than anticipated.

### In Summary

The most obvious areas of progress in education have been in access (net and gross enrolment rates), gender equity, teacher recruitment, and the integration of community schools into the government system. However educational outcomes have been poor, and challenges persist in terms of both quality and equity. Management and accountability continue to be in need of substantial strengthening. To address the quality challenge technical and financial inputs will be critical, however the overall context has seen a very substantial decrease in external funding to the sector.



Alex Mwale, Zambia Nyangi Primary School, Mpika

## Contextual changes during the CSP period

7.15 A number of changes in the context related to policy, Division of Labour (DOL), funding, and staffing have taken place over the period. These changes and their implications are briefly reviewed below.

### 7.16 *Policy changes:*

A Ministerial Decree passed in 2009 guaranteed all grade nine graduates access to grade 10, and has put further pressure on the higher levels of the education system in terms of places and funding. A New Education Act has been approved and incorporates the major policy changes in the sector since 1996, including: the decentralization of ministry structures; the re-admission of girls after pregnancy, the prohibition of corporal punishment.

### 7.17 *Division of Labour among CPs:*

The 2005 Division of Labour process resulted in the Netherlands and Irish Aid becoming co-leads in the sector and was expected to further reduce transaction costs for the government, through predictable and aligned funding flows. However, it has had a number of unexpected consequences for the sector. The number of donors in the sector dropped from 12 in 2006 to six in 2011 as some active donors left (CIDA, Finland), and others became silent partners (e.g. DfiD) or decided to channel their funding through General Budget Support<sup>41</sup>. The reduction in the number of donors, and the changed nature of inputs into the group by those who left, resulted in the two co-leads having to take on a heavier role in dialogue and technical support.

### 7.18 *Reduction in direct donor funding to the sector:*

The share of donor funding in the sector – after increasing from 20% in 2002 to 38% in 2005 – has dropped steadily over the CSP period, from 21% in 2006 to an estimated 11% for 2011<sup>42</sup>. Although additional funding has come to the sector through GBS, the leverage of donors in the overall dialogue with the Government has been reduced.

### 7.19 *Simultaneous changes in senior level staff on the GRZ and Cooperating Partner(CP) side:*

Reforms in the management structure of the MoE took place during the CSP period and a number of senior staff, including the Minister, were replaced. Senior management is reportedly less accessible, and dialogue and interaction has become constrained. Simultaneously the number of staff on the donor side decreased and rotations in senior staff at both lead agencies took place. Several MoE officials reported that the turnover of CPs has led to inconsistencies in approaches compared to earlier periods and that some CPs have lacked in-country capacity to deal with complex technical issues – such as Public Financial Management, auditing, and procurement

### 7.20 *Withholding of donor funding to the education sector in the last quarter of 2010:*

In late 2010 CPs decided to delay funding of a final tranche to the sector of Euro 21 million, which included the Fast Track Initiative(FTI) funding to Zambia,<sup>43</sup> because of a number of main concerns: a fiduciary risk assessment which revealed substantial weaknesses in the MoE financial and accounting systems; the lack of progress towards Targeted Budget Support (further discussed below); continued systemic weaknesses in systems (internal audit, procurement, etc.); and outstanding reports in an number of areas. The high profile corruption cases in other sectors (e.g. health) and the more constrained dialogue between the partners had reduced confidence, in a context of increased scrutiny by donor HQs.

The issues raised were presented to the MoE and laid down in an aide Memoire between MoE and the Netherlands and Irish Aid. At the time of this evaluation the MoE was working on addressing the areas that have been identified and the two co-leads have committed to providing the necessary technical support. The expectation is that – provided progress takes place – funding will be reinstated in the first half of 2011. Meetings with the MoE and district authorities highlighted that the MoE has had to adjust its spending as a result of the suspension of funding, including by stopping the grants to schools.

41 A further reduction is expected as DANIDA anticipates channelling its funding to education through the Education for All (EFA) Fast Track Initiative (FTI), while the Netherlands is likely to exit Zambia as a result of changes to its overall policy on development aid.

42 In 2010, the last year for which detailed figures were available, the Government contribution to education comprised 85.3% of the total funding to the sector. The FTI contributed 4.36%, the Netherlands 3.38%, Ireland 3.10%, and Denmark 1.41% and a small number of other donors made up the difference (data provided by the Irish Embassy).

43 The Irish Aid tranche was Euro 2.5 million.



## Irish Aid contribution

7.21 This section reviews the Irish Aid contribution to the education sector over the CSP period. The evaluation identified the following key areas where Irish Aid has played an important role through:

- > *Consistent financial and technical support* to the education sector pooled fund, which has funded grants to schools and contributed to: increasing access and retention at primary level, improving gender parity, and provision of support to vulnerable children, including orphans.
- > *Donor co-lead in the sector*, facilitating the dialogue between the partners in the sector, coordinating processes between donors, and reducing the transaction costs for Government.
- > *Key role in getting the FTI to join the Education Pool Fund*. Irish Aid's experience in working with FTI at global level and its role as co-lead role created the necessary conditions to allow FTI funding to flow through the sector pool fund. FTI agreed to provide \$60 million to Zambia covering approximately 50% of the remaining funding gap for the NIF II (2008-10).
- > *Key role in organizing the Joint Annual Review (JAR) meetings*. Irish Aid role in the Secretariat for the JAR and in the joint annual field monitoring was highlighted as particularly important.
- > *Support to systems development*, capacity building and to strengthening monitoring and evaluation in the sector by putting these issues on the agenda and providing technical input. Stronger finance and reporting systems are being put in place, although work in this area has been slow to produce the anticipated changes.
- > *Provision of technical support* in key education areas, such as the review of the implementation of the MoE Infrastructure Operational Plan. The review identified key challenges and resulted in the MoE making adjustments to the infrastructure programme to address some of the weaknesses and improve implementation.

- > *Raising awareness around issues of gender and vulnerability*, ensuring that gender has become part of the policy dialogue and monitoring and evaluation in the sector, e.g. raising the issues of re-entry of young mothers and ensuring that gender responsive indicators are included in planning and monitoring in education.
- > *Financial and technical support to CSOs*, contributing to stronger CSO advocacy around a common agenda. CSO advocacy issues have included child protection and community schools, and CSOs report being more present and better heard in dialogue.

7.22 Overall, partners on the government, donor and CSO side consider that Irish Aid has played a critically important role in the sector, and this view is shared by this evaluation. Irish Aid 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 Irish Aid to provide support in a way that other donors are often not able to do. Irish Aid is also particularly appreciated for being a stable, sensitive and consistent partner, which focuses on finding solutions and on avoiding polarisation of issues. This has been very valuable in the recent period. Although the absence of a second Irish Aid education officer for most of the CSP period put a particularly heavy strain on the Irish Aid staff, interviewees felt that this had been well handled. The quality of the local staff, and the added value that this has in terms of understanding of issues and a consistent and solid relationship, was also highlighted by respondents. A number of partners recalled initial reservations about the fact that Irish Aid co-lead fell on the shoulders of local staff. These same partners underscored that these reservations later proved to be entirely unfounded given the excellent work done by Irish Aid. In fact the understanding of the context by local staff was highlighted as being an asset to the relationship between donors and the MoE.

7.23 The next section of this report briefly examines the four strategic areas that Irish Aid set out to support under the CSP, and reviews to what extent Irish Aid has been effective in these four areas.

## Strategy 1 – Strengthening aid effectiveness

The evaluation finds that progress on aid effectiveness has been patchy over the CSP period. There has been considerable effort to harmonise budgeting, planning, and reporting processes. However, the key area of Targeted Budget Support which donors have focused on has not yet been achieved, and given the reduction in donor funding will likely not have the impact that was anticipated even when it does become a reality. In addition there is less coherence and agreement between the donor group at present, and the group has less leverage as a result of the reduction in funding and number of partners. To a significant extent the lack of progress has been in part due to the aforementioned contextual changes.

7.25 The focus and challenges around the aid effectiveness agenda, has in practice also meant a different role for the two lead donors. Whereas in the early part of the evaluation period much time was spent debating policy, the bulk of this CSP period has seen:

- > More time spent on education management and financing issues with work in areas such as procurement, audits, and funding flows.
- > More time spent on administration and management of the relationship with the MoE, and to a lesser extent with the donors
- > Less time spent on key areas of policy and implementation.

7.26 The recent suspension of funding has highlighted some of the weaknesses that exist in the aid effectiveness process. The evaluation finds that in spite of the focus on systems, not enough attention has been paid to how to make accountability work, and insufficient work has been put into establishing the mechanisms that would allow for clarity to exist around the commitments and obligations of all the partners. The education sector does not have, for example, an agreed results and monitoring framework, linked to the JAR. Recommendations from successive JARs have been vaguely formulated, or at best open to different interpretation, and have not always been accompanied by a clear indication of time frames and responsibilities. As noted by a number of interviewees a certain amount of complacency set in early on in the relationship between

### Box 14: Targeted Budget Support for the Education Sector

Until 2006 the focus of donors was predominantly on harmonizing funding flows. However, in 2007 the education financial management committee commissioned a fiduciary risk assessment, to get a better sense of overall funding to the sector. A key conclusion from this assessment was that the parallel funding mechanism established by the donors for the pooled fund represented a fiduciary risk. In light of this the report recommended that external financial support to the sector be converted to targeted (sector) budget support, which *“would entail fully using national financial management and procurement systems, where the identified risks would be mitigated by implementing focused capacity building in the areas of financial management, procurement and audit”*.

To put in place the TBS, CPs and the GRZ agreed on a road map of actions related to systems reform (including a merging of the donor and government systems for tracking funding). The move towards TBS was viewed by the GRZ as a positive development in the direction of GBS and was also expected to reduce the burden of day-to-day management for the MoE of the dual government and donor reporting structures. As the co-lead Irish Aid played a key role in the work around TBS and PFM, through inputs which were provided both by the education staff and by internal PFM staff.

However, commitment by the MoE to the reforms required has been disappointing and progress – which has been affected by changes in MoE staff – slow. Subsequent developments, including the withholding of funds by donors, have brought to light a substantial number of concerns around financial management. For the short term TBS is no longer being considered as an option by partners given the fiduciary risks.

CP and the GRZ (for example, where reporting was allowed to slip without repercussions for funding). This has made 'mutual accountability' difficult to establish and even harder to enforce. More efforts could have been made on all sides to learn from how education sectors in other countries have established effective mechanisms for accountability.

7.27 For Irish Aid specifically the co-lead role has meant a careful balancing of different interests and agendas, in a context where increasing demands were put on the two lead donors for inputs in various fora and working groups, from both the MoE and the (much smaller) donor group. This has posed a substantial challenge and has meant an additional workload. A close working relationship, based on a common approach and agreement on division of responsibilities with the other co-lead was critical to the successful management of this added workload – although there has been some parting of ways in the more recent period on the best approaches for managing the difficulties that have arisen over TBS. The management of the programme has been helped, within the Embassy, by the supplementary support through HQ inputs (although greatly reduced after the restructuring at HQ) and the intermittent support by both international and national education consultants, as well as by internal Embassy staff with expertise in PFM. In addition during the recent more tense period, the Heads of Development Cooperation and the Ambassadors of both co-leading agencies have been involved in the discussions with the MoE. Overall, therefore, the evaluation finds that the day to day challenges were well managed, although not without strain on the staff concerned given that the programme was run on half the foreseen staff for most of the CSP period.

7.28 The impact of the suspension of the funding to the sector by key donors should not be underestimated. Nonetheless, Irish Aid has played an important role in this area too, adopting a constructive approach to addressing the bottlenecks, and supporting the Ministry of Education with technical inputs so that funding can be reinstated as soon as possible. It should also be noted that the recent JASZ Evaluation confirmed that there had been a substantial increase in donor confidence in the education sector coordination since Ireland and the Netherlands became co-lead. In 2007, no donors thought that coordination was very effective and only 25% of donors felt it to be moderately effective, by 2010, 50% of donors opted for very effective and 50% for moderately effective.

### In Summary

The evaluation finds that Irish Aid has carried out its role as co-lead in the education sector in an effective manner – it has been a stable and consistent partner with strong technical capacity. Irish Aid provided critical support to both donors and government, while managing a heavy workload, which resulted from the withdrawal of key partners. Irish Aid inputs into systems reform, Public Financial Management, and targeted budget support have been substantial. However progress in this area has been disappointing, mainly due to contextual factors, which have resulted in diminishing influence by donors and have skewed the agenda to process issues. Insufficient attention was paid to putting in place stronger mechanisms for mutual accountability, an area where lessons could have been learned from other education programmes.

### Strategy 2 – strengthening civil society capacity to influence policy

7.29 The evaluation finds that this has been an area where Irish Aid has made a unique and important contribution and where the agency has been able to build on its long experience of working with CSOs in Zambia. The decision in the current CSP to streamline support to CSOs has also showed results in education, in that it has given the selected CSOs assurances of regular funding, and has enabled Irish Aid to work consistently on capacity development of these organizations. The screening of CSOs prior to providing financial support was highlighted as being particularly helpful. The CSOs receiving Irish Aid support in education were selected to reflect the areas of focus of the CSP. While this can be criticised because it did not necessarily result in selecting the strongest or most viable CSOs it has allowed the CSO support to focus on areas that Irish Aid has identified as being of priority importance in its CSP, and it has contributed to the advocacy agenda.



Teacher prepares lesson at Chifwani Primary School, Kasama

7.30 The MoE, donors and CSOs themselves were unanimous in pointing out that without Irish Aid support it is unlikely that CSOs would be participating in sector dialogue to the extent that they do today. An example of the engagement of CSOs is the NGO Zambia Open Community Schools (ZOCS) which commissioned a study on community schools as an input into their lobbying with Parliament for the introducing a number of amendments into the Education Bill aimed at a clearer and more effective role by the MoE vis-a-vis community schools. ZANEC, another NGO, produced a report on budget tracking of how infrastructure funds of the MOE 2008 budget were allocated, disbursed and utilised. The findings from this study were shared with education sector stakeholders at the 2010 JAR and a separate dissemination meeting was held for a wider group of stakeholders in Lusaka in May 2010.

### In Summary

Irish Aid has contributed to the growing advocacy role that CSOs have had in the education sector. This is an area where Irish Aid has been well placed to provide strategic support and where it is acknowledged to have made a unique contribution.

### Strategy 3 – Strengthening Irish Aid and partner focus on gender inequality and vulnerability

7.31 There are a number of areas where it is likely that had Irish Aid not been present in the sector, developments would likely have been different. Irish Aid technical input and advocacy role has ensured that gender has become an increasingly prominent aspect of policy making, implementation and monitoring and evaluation in the sector, and this is evident in the results that have been achieved. Irish Aid has not been the only agency advocating in this area, but the evaluation finds that it does stand out for the consistent manner in which gender and vulnerability have been on the agency's agenda. Irish Aid has been able to build on other CSP areas – such as the work with the Gender In Development Division within GRZ, the engagement in social protection, and Northern Province programme. Both gender and vulnerability are prominently on the agenda of government and CSOs at the district and community level, and have been comprehensively mainstreamed in GRZ plans for the next National Implementation Framework (NIF-III), although not always with the corresponding resources. A gender advisory committee was formed in 2009 in the MoE but continues to need support.

7.32 Irish Aid has been somewhat less effective in doing the same for HIV and AIDS. Although as an agency it is identified as an advocate for this area, in practice it was confirmed by interviewees both within and outside of Irish Aid that HIV and AIDS is less prominent on the education agenda.

#### In Summary

The focus on gender inequality and vulnerability has not been unique to Irish Aid, but Irish Aid is credited with having played a major role in putting issues around gender and vulnerability on the agenda in the sector. The technical input of Irish Aid has been key, and the focus on gender and vulnerability across the CSP has generated important synergies.

### Strategy 4 – Strengthening institutions, systems and practices

7.33 Strengthening of institutions, systems and practices has characterized Irish Aid engagement with both government and CSOs. The evaluation finds that Irish Aid has consistently provided technical input in this area through its local staff, through consultancy support, and – in particular in the earlier part of the CSP – through support provided by HQ. This support has focussed both on technical areas, as well as on issues related to the management. In the case of CSOs, advocacy has been a key area of focus. Recent examples of such support include the technical input into the appraisal of the NIF III, and technical support to the refinement of the NIF III to ensure better alignment with the Medium Term Expenditure Framework. Irish Aid has also consistently provided support and input into the Annual Review Meetings.



Women from Chileleko Community School, Livingstone



7.34 Irish Aid has also used its lead role to lobby and facilitate capacity building in areas such as planning, financial management, procurement, and monitoring and evaluation. Nonetheless, in the case of the support to the MoE the effectiveness of the support to strengthening institutions, systems and practices has been hampered by the absence of a joint partner agenda around the priority areas for strengthening and by insufficient commitment on the MoE side. It should also be noted that cooperating partners' funding modalities have resulted in the establishment of parallel systems with separate accounts producing high transactions costs and other inefficiencies, and generally contributing to weakening systems. Efforts to address this have yet to pay off. On the Irish Aid side, the evaluation finds that the decision not to include education in the Northern Province programme was a missed opportunity as this would have allowed Irish Aid to have better insight into the functioning and bottlenecks of the systems at decentralized levels.

### In Summary

Strengthening institutions, systems and practices has characterized Irish Aid approach across the education pillar. Irish Aid has effectively identified opportunities for capacity strengthening and has facilitated/provided valued technical support. However, effectiveness of these efforts has been hampered by the patchy commitment to system strengthening by government, and by the existence of parallel funding to the sector by CPs. The lack of integration of education in the MDWLL pillar is a missed opportunity for lesson learning and system strengthening.



Overcrowded school – 135 children in class, Kasama District

# 8. Conclusions and Recommendations

## Conclusions

8.1 Overall the Irish Aid programme is judged by evaluation team to be credible and Irish Aid is perceived as a strong and flexible partner by the Government of the Republic of Zambia and other Cooperating Partners. Irish Aid's work in driving forward the aid effectiveness agenda has been highlighted as important by other Cooperating Partners and Irish Aid is perceived by partners as a supportive organisation. Despite being a small donor Irish Aid provides a significant contribution to achieving development results in Zambia. This section gives the evaluation team's overall conclusions using as a template the evaluation questions of the Terms of Reference and provides recommendations to guide the development of the next Country Strategy.

## Development Strategy

*To what extent did the Irish Aid Country Strategy make appropriate poverty and inequality reduction focused choices based upon in-depth analyses?*

8.2 The evaluation team finds that the Zambia Country Strategy made appropriate poverty and inequality focused choices based on in-depth analysis. It was informed by a thorough analysis undertaken by Irish Aid of issues related to political economy, poverty, vulnerability and governance. This drew on Irish Aid's own experience of long-term engagement in Zambia, but also analysis undertaken by other partners in Zambia.

8.3 The areas of focus in the Country Strategy were also all very relevant and were designed to address poverty and inequality. The four pillars were designed to tackle key governance, service delivery, poverty and vulnerability issues, with implementation supported by a mix of aid modalities and partners that strengthened the programme design. The Country Strategy also addressed problems that had been identified by the previous Country Strategy evaluation. For example, the health sector was exited from and the number of Civil Society Organisations funded and districts supported in the Northern Province reduced.

*To what extent was the strategy in alignment with Zambian Government strategies and priorities and Irish Aid corporate priorities?*

8.4 The Country Strategy was strongly aligned with Zambian Government priorities and Irish Aid corporate objectives. The programme was linked to the Fifth National Development Plan of Zambian Government, while it supported the achievement of the MDGs and was in line with the Joint Assistance Strategy for Zambia 2007-2010. The Country Strategy also supported the Zambian Government's sectoral strategies and the programme was aligned with the Government of Ireland's 2006 White Paper on Development Cooperation, as Irish Aid's overarching objective is 'poverty reduction, to reduce vulnerability and increase opportunity' and with the Irish Aid corporate wide Management for Development Results initiative.



*To what extent was the programme design coherent (the balance, interlinks and complementarity between Pillars), logical (cause and effect relationships) and innovative (use of new approaches)?*

8.5 The evaluation team found that the Country Strategy design was not as efficient as it could have been due to the themes included within the pillars, the lack of synergies between the pillars, uneven mainstreaming and the lack of a formal lesson learning system. The resulting compromise between the sectoral approach favoured by HQ and the thematic approach championed by the field office led to the previous Country Strategy programme being reorganised in a thematic way, which means that it was not such an innovative design as it was originally intended to be. This resulted in a less logical design for the programme and less synergies between the pillars, although the five strategies designed to link the programme and compliment the pillars were well designed. In the case of lesson learning there was no system put in place within the Country Strategy to implement this strategy.

8.6 The original results framework included was not adequate for the task, but the later development of a new results framework represented a new approach to measuring results and was useful in focusing the programme on results. On the other hand, constant changes to the framework created confusion over objectives and activities and in retrospect it would have been better if the results framework had not been changed so often. Also given that the logic model was developed after the results framework this was not particularly useful. Finally, the results framework is not well linked to the overall Irish Aid reporting system, which means that the outcomes have not been systematically monitored on a corporate level.

## **Development Processes**

*How well did Irish Aid contribute to Aid Effectiveness/ Paris-Accra principles?*

8.7 The evaluation team concludes that Irish Aid has contributed significantly to the Paris-Accra principles and has been a key driver of the aid effectiveness agenda in Zambia. Irish Aid has been active at a higher level to promote these principles through the Cooperating Partners Group and the Aid Effectiveness working group and has been a vocal member of the Mutual Accountability Group, as well as being an active member of Sectoral Advisory Groups and technical working groups. Irish Aid has provided a valuable contribution through the provision of financial resources and staff time to fund and take forward initiatives such as the on-going Paris Declaration Monitoring Survey. Irish Aid has also devoted considerable efforts in its own programmes to enhance aid effectiveness by using country systems where possible and joint funding mechanisms with other CPs.

*To what extent was the Irish Aid Programme designed and implemented in collaboration with national and local authorities, civil society organisations and other development actors?*

8.9 The majority of the Irish Aid programme has been designed in collaboration with the Government of the Republic of Zambia at both national and local level and with Civil Society Organisations and other Cooperating Partners, which has been a strength of the programme and has increased its effectiveness. Nearly all Irish Aid activities are jointly funded which increases coordination, produces leverage through joint efforts, and reduces transaction costs. Innovative examples of this type of support are the funding provided to the Zambia Governance Fund and combi-funding for Civil Society Organisations that provides joint donor funding for Civil Society Organisations engaged in advocacy.

8.9 It should also be noted that while this is an advantage of the programme, there are also drawbacks as Irish Aid in Lusaka still works with a significant number of partners despite making efforts to reduce these. This in turn puts substantial pressure on staff time and resources that are already overstretched.

## Development Results

*To what extent did the Irish Aid programme contribute to its stated objectives?*

8.10 Analysis of the results framework indicates that progress has been made towards achieving most of the pillar level objectives. The *Building Good Governance* Pillar has made **good progress** in strengthening the capacity of selected governance institutions for accountability and oversight of development resources. The *Recognising and Reaching the Poorest (RRP)* Pillar has also made **very good progress** in supporting selected government institutions to be better capacitated to respond to chronic poverty and vulnerability and has achieved its objective of strengthening civil society capacity to influence policy and respond to the needs of women and children. However there has been **mixed progress** in achieving the prioritisation of gender and HIV/AIDS across all Irish Aid pillars.

8.11 Similarly in the *Achieving a More effective Approach to Education* Pillar there has been **progress** towards achieving a more aligned and coordinated education sector. In the *Making Development Work at the Local Level (MDWLL)* there have been **achievements** in strengthening Provincial, District and Sub-district levels, but **little progress** in using evidence from national level programmes at Provincial, District and Sub-District levels by Irish Aid in dialogue with partners.

*To what extent did the Irish Aid programme contribute to the intended outcomes (immediate and intermediate levels)?*

8.12 The Irish Aid programme has made a contribution to achieving the intermediate and immediate outcomes. The **Intermediate Outcome** for the programme is given as *"poor households and individuals have increased access to services that reduce the impact of chronic poverty, HIV/AIDS and gender inequality"*. Data for the indicators set for the Intermediate Outcome (see Annex D) indicate that there has been **good overall progress** with a reduction in the *prevalence rates for HIV/AIDS*, which has fallen from 16% in 2006 to 14.3% in 2007 (Irish Aid 2010b) which means the target of below 14% for 2015 has nearly been met. There is also evidence that the *under-5 mortality rate* has been reduced from 149.6 (per 1,000) to 141.4 in 2009 while *education completion rates* for years 7, 9 and 12 have improved, as has *gender parity* in education.

8.13 The Logic Model presented in Figure 3 of section 6.1 shows that the Country Strategy was designed around three intended **Immediate Outcomes**. It also shows that all four pillars of the Strategy were intended to contribute towards each of these three Immediate Outcomes. The Results Framework (see Annex D) presented, for each Pillar, a set of indicators that defined and tracked the pillar contributions to each Immediate Outcome. The full assessment of the data available for these indicators for contributions to the Immediate Outcomes is given in Annex D and summarised below.

*Immediate Outcome 1: National Policy and Delivery Systems are more focused on Chronic Poverty, Gender Inequality and Vulnerability*

8.14 **Some progress** has been made towards achieving this outcome through work undertaken by each of the four Country Strategy pillars, but a lack of data again makes it difficult to thoroughly assess impact. In the *Education* pillar an assessment of the two indicators related to this outcome show that the first indicator, given as an *increase in the transition rate for girls from year 7 to 8*, has been achieved, while progress has been made on the second – achieving a *reduction in the number of districts with high student teacher ratios*. In the *RRP* pillar there has been a reduction in *HIV/AIDS prevalence*. However, as noted above, there is no data on the other indicator, given as the *percentage of people living below the poverty line*. This indicator is also the main indicator for this outcome for *Building Good Governance*, making it difficult to properly assess the contribution of this pillar. Similarly, in the *MDWLL* pillar there is no documented data available on the *proportion of people with access to functioning water supply points*, although direct field observations would indicate that this has increased as a result of Irish Aid interventions in the sector. The second indicator for the *MDWLL* pillar's contribution to this outcome, given as an *increase in district level resources targeted at vulnerable women and children*, has not been achieved.

*Immediate Outcome 2: Government Institutions are more Coherent and Accountable for Pro-Poor Development Results*

8.15 There has been **mixed progress** on achieving Immediate Outcome 2. In *RRP pillar* the indicator given as *Institutionalising the HIV/AIDS monitoring system in all 72 districts* has been achieved, while the *M&E system established for the institutional framework for gender mainstreaming* has not yet been implemented. For *Building Good Governance*, two of the assigned

indicators have not been achieved, while there is no data available for the other two indicators. The *MDWLL* pillar has one indicator achieved related to *Institutionalisation of the HIV/AIDS M&E system in Northern Province districts*. It is not known, due to lack of available data, whether the final indicator given as *Using District Annual Investment Plans as the main investment plans for Northern Province districts* has been achieved. With respect to both Northern Province and all other provinces the failure to roll out the national decentralisation process as expected has delayed the development of accountability at and the flow of funds to the local level

*Immediate Outcome 3: Increased Capacity and Space for Civil Society to engage in National Development Processes*

8.16 **Good progress** has been made in achieving Immediate Outcome 3. In the *Education* pillar the first indicator relating to this outcome, given as *Coordinated advocacy strategy in place for measuring progress and tracking government support to community schools* has been achieved, while progress has been made towards the second indicator – *Putting in place a system to ensure zero tolerance for the abuse of girls in schools*. In the *RRP* pillar a social protection platform was developed which fulfilled the first indicator, but *an evidence-based framework to monitor the impact of social protection programmes* has not yet been developed. For *Building Good Governance* civil society prioritised concerns were addressed in the Sixth National Development Plan, thus fulfilling the indicator set for this outcome.

*To what extent are the results achieved to date and future results likely to endure in the longer term?*

8.17 The results achieved to date are likely to be sustainable in most cases as the focus by Irish Aid on building systems and capacity is aimed at enhancing the likelihood that activities and programmes supported will be sustained. However, sustainability of governance results is a concern as many Civil Society Organisations involved in Irish Aid programmes remain reliant on Cooperating Partner funding, although an important component of Irish Aid support has been to improve planning and to diversify support. Also, most results in the *MDWLL* pillar are dependent on the rolling out of the decentralisation process, which if this does not occur is likely to jeopardise the achievement of future results, while in education further consolidation of activities already undertaken is likely to be needed in order to ensure results achieved to date are sustainable.

## Development Management

*How efficiently and effectively did the Irish Aid team in Zambia apply its human, financial and other resources in furthering development results?*

8.18 The evaluation team found that issues with programme management hindered Country Strategy efficiency and effectiveness, which had a corresponding impact on development results. This was a result of management resources being less than originally expected and some issues with the way in which the programme was managed. Management resources were stretched due to the lack of a second Development Specialist, challenges from introducing a new Country Strategy, the Management for Development Results initiative and the phasing out of programmes, as well as logistical problems within the *MDWLL* pillar. Differences in management style also led to a lack of communication between Lusaka staff and senior management in the first half of the Country Strategy.

8.19 This led to key components of the Country Strategy not being undertaken such as the *Lesson Learning* strategy, too much time being devoted to other areas such as the development of the results framework and no reassessment of staffing constraints and the possible need to refocus the Country Strategy. In particular formal lesson learning despite being a key objective of the Country Strategy, as well as a strong recommendation from the previous Country Strategy evaluation, has not been addressed. Although it was envisaged that the second Development Specialist, who was never recruited, would cover this, given that this was a key objective of the *MDWLL* pillar it is not clear why other ways were not found to implement a lesson learning system or to disseminate the lessons that clearly were emerging from *MDWLL*. This is a large omission from the programme.

8.20 The evaluation team notes that programme management in both Lusaka and Northern Province has recently improved, both of which now have more effective systems, communication and more transparency. However, issues still remain regarding the lack of management staff and the number of programmes and partners that Irish Aid in Zambia need to engage with.

*How effectively did the Irish Aid Zambia Mission and Irish Aid HQ work together?*

8.21 Overall the evaluation team concludes that Irish Aid Zambia and HQ have worked well together during the Country Strategy period, although this was not as effective as it could have been at the beginning of the CSP period. In the design stage of the Country Strategy there were tensions regarding the overall design approach between the Irish Aid Zambia mission and Irish Aid HQ, which occurred due to the restructuring that was being undertaken at HQ and the lack of up to date CSP guidelines. However, at the same time, Irish Aid in Zambia still received significant support in the design of the Country Strategy, while HQ continued to provide support to strengthen areas that were weak in the original CSP design such as the results framework and gender. Technical support has also been provided by HQ in the form of education technical assistance to help Irish Aid in Zambia to co-lead in the education sector, while the desk advisor for Zambia and other specialist support from HQ have also assisted Irish Aid Zambia in their work.

8.22 Irish Aid in Zambia have correspondingly also provided support to HQ when they are requested to feed back information to HQ on experiences at country level that have a bearing on global development issues. There was also substantial lesson learning and exchange of experience between Irish Aid in Zambia and Malawi.

#### Box 15: Overarching Evaluation Question:<sup>44</sup>

*To what extent did the Irish Aid CSP 2007-2010 contribute to the reduction of poverty and gender inequality in Zambia in partnership with Government and other donors?*

This overarching evaluation question relates to the overall stated Goal of the Country Strategy and tries to summarise the contribution analyses and causal evidence provided in the findings section of the report and in the conclusions drawn above regarding the core evaluation questions. **The evidence from this evaluation indicates that Irish Aid has made a range of contributions towards the reduction of poverty, HIV/AIDS and gender inequality in Zambia.**

The Country Strategy in its choice of interventions made appropriate poverty reduction choices based on in-depth analyses and was closely aligned with government of Zambia plans and strategies and Irish Aid corporate priorities. The Country Strategy design was not as efficient as it should have been. This, combined with management issues resulted in programme implementation that was in practice not as effective as originally intended. Despite this, the Country Strategy has made progress in achieving results and analysis of the results framework indicates that progress has been made towards achieving most of the pillar level objectives and all three intended immediate outcomes. These gains have led to increased access of poor households and individuals to services which in turn have made a reasonable and plausible contribution to reducing chronic poverty, HIV/AIDS and gender inequality in Zambia.

<sup>44</sup> Although not explicitly stated in the TOR, this overarching evaluation question was considered to be implicit, and the evaluation team were asked to provide a summative concluding statement in this regard.

## Recommendations

### Programme design and focus

8.23 Given the change in international context and domestic environment there is a need to consider where Irish Aid can most effectively add value in a context where there are likely to be fewer donors, fewer opportunities to advance an aid effectiveness agenda, a more difficult environment for the media and Civil Society Organisations and where dialogue with government at central level is likely to remain difficult. This implies Irish Aid identifying where it can have most leverage as a small donor and where its particular niche might be.

8.24 There will also be value in consistency and in focusing on activities that have worked well in the 2007-2010 Country Strategy and where results are emerging. Continuity in terms of at least some sectors/ activities included is likely to enhance the effectiveness of future programmes, although ways of working may need to change. However, consideration could also be given to reducing the number of areas that Irish Aid in Zambia engages in if resources remain constrained, in order to ensure all programmes are undertaken effectively. Programmes with a strong poverty focus and where further gains from work already undertaken are likely to occur should be prioritised. This implies giving priority to Irish Aid's work in education where there is the potential for considerable gains based on work already undertaken, as well as in governance where support to Civil Society Organisations and in providing capacity building support to partners as been important. Correspondingly programmes where the outcomes are more risky, such as work in Northern Province where achievements are dependent on the Zambia Government rolling out the decentralisation programme may need to be reassessed if it looks unlikely that results will be achievable.

8.25 Achieving aid effectiveness goals are likely to become more difficult in the next Country Strategy period. Cooperating Partners that have been important in pushing forward this agenda are exiting Zambia and those that remain may well become less interested in joint working as pressure from domestic constituencies leads them to focus more on results rather than harmonisation and alignment. Traditional Cooperating Partners are also likely to have less leverage within Zambian Government, due to the increase in non-traditional donors with fewer opportunities for engaging in dialogue. This does not mean that Irish Aid should not look for opportunities to work with other Cooperating Partners, align with GRZ systems

and engage in policy dialogue, but making this a main aspect of the new Country Strategy may not be realistic. This is particularly the case for leadership roles, as Irish Aid's work in co-leading in the education sector has demonstrated that there are significant transaction costs in taking lead roles.

8.26 The pillars of the programme should be revisited and revised for the next Country Strategy and a more coherent pillar structure should be developed that is appropriate for the new environment in Zambia. Consideration could be given to having *RRP* as the basis that underpins the programme rather than as a separate pillar, with thought given as to how to create stronger synergies between the education and *MDWLL* pillars and the rest of the programme, if it is decided that they should remain as pillars. More emphasis on the five strategies will be key to this process, which should be continued, but implemented more effectively.

8.27 Lesson learning should be given a higher profile in the Country Strategy. There should be discussion of the lessons that need to be highlighted in order to disseminate lessons that would be useful to other Cooperating Partners and GRZ and the most appropriate forums for undertaking this. In the *MDWLL* pillar it is likely to be more sustainable if lessons are brought to the attention of both national and local government by district and provincial officials through information sharing and forums for sharing experience, rather than solely depending on Irish Aid to undertake this through Cooperating Partner forums.



## Programme content

### Achieving a More Effective Approach to Education

8.28 The interim Country Strategy period should be used to comprehensively review options for the period from 2013 onwards. In the opinion of the evaluation team, the decision to reduce Irish Aid funding to the sector should have been made in a more considered manner, taking into account the progress that has been made over the past years, the critical role that Irish Aid has played in the sector, the changing composition of the donor group, and the reducing volume of aid. Continued substantial support to the sector – at levels equivalent to those in the previous Country Strategy – together with a stronger focus on policy issues, will be critical in the coming years and will allow the sector to consolidate and build on the gains that have been made, in particular in the area of gender equality, and to address the quality challenge.

8.29 While the strategies that Irish Aid has focused on overall will likely continue to be relevant in the coming Country Strategy, it will be necessary to review how aid effectiveness may be pursued in the next Country Strategy period. The Irish Aid co-lead role in the sector will continue to be necessary in particular given the exit of other donors. However the experience from this Country Strategy suggests that a shifting of emphasis with more time dedicated to technical inputs under the next strategy would be desirable. This will be particularly important given the need to advance the quality agenda (see below). The use of staff time – in coordination with the other co-lead – and the establishment of additional sources of technical input will need to be reviewed in this context.

8.30 Improving educational quality is the key challenge for the Zambia education system in the coming decade and should be at the centre of the Country Strategy agenda. Irish Aid should use its co-lead role to advance the quality agenda and should play a lead coordinating and technical role in this area. This will imply a re-thinking of priority setting for the sector, and careful planning of the financial implications. Irish Aid should use its co-lead role and its technical expertise to support the MoE to develop and implement the quality agenda in a manner which is based on evidence and reflects considered choices between alternative avenues and the available resources.

8.31 Irish Aid has made an important contribution in education in the areas of gender inequality and vulnerability as well as in strengthening civil society capacity to influence policy. Both should continue to be a prominent part of the education programme in the next Country Strategy, and should focus on scaling up and

strengthening successful strategies, which enhance the quality of education and ensure that the priority challenges in both areas are addressed.

8.32 In the changing environment, the *Making Development Work at the Local Level* (MSWLL) Pillar is likely to continue to be a prominent part of Irish Aid support. The next Country Strategy should include explicit strategies around strengthening the linkage between education, the work around MDWLL and the focus on governance.

8.33 Finally, given the importance of system strengthening to the achievement of the sector objectives, and the limited progress in this area, Irish Aid should work with partners in the education sector on identifying an agenda of priorities for institutional/system strengthening, which is linked to the available resources for the sector and which has the buy in from the Ministry of Education. This agenda would then guide Irish Aid and other partners in their decisions on technical and financial input to this area. Greater attention to decentralised levels such as: school management, district management, and the inspectorate should be part of the approach.

### Recognising and Reaching the Poorest

8.34 There was less of a focus on HIV/AIDS in the current Country Strategy as gender received more attention. In the next CSP it is recommended that there is increased emphasis on HIV/AIDS as this remains a key issue that needs to be tackled in order to reduce poverty. There could also be a stronger link with other programme activities such as education, where there is considerable potential to have an impact and more mainstreaming throughout the programme.

### Making Development Work at the Local Level

8.35 The Northern Province component of the *MDWLL* pillar should be maintained and better resourced and integrated into the overall programme in order to improve its effectiveness. It has the potential to make a significant contribution to the next Country Strategy using this programme to support work to reduce rural poverty and to link better with the rest of the programme to test realities on the ground. It should also be noted that given that it is difficult to engage with the Zambian government at central level, the good working relationships at district and provincial level could be used to work more closely and effectively at this level. An example of this would be to link the *MDWLL* and education pillars more closely by testing the impact of national level support at local level.



### **Building Good Governance**

8.36 Good Governance has worked well as a pillar and is making progress towards achieving objectives and has been mainstreamed effectively into other parts of the programme. Given that governance is likely to remain an important issue in the future it is recommended that work continues in this pillar and efforts are made to create more synergies between activities to support achievement of objectives. However, given the more restrictive environment for Civil Society Organisations and the media, thought should also be given to how the Irish Aid programme can best support these organisations if the context becomes more difficult.

8.37 In terms of support to Civil Society Organisations this has been effective and it is recommended that Irish Aid continue their support to Civil Society Organisations following the same strategy in order to consolidate the work already undertaken and ensure that emerging results continue.

### **Programme management**

8.38 The level of staffing should be adequate to ensure Country Strategy objectives can be achieved. A careful analysis should be undertaken of resources and staff time available and the activities that need to be undertaken. This implies a reduction in the number of programmes included in the Country Strategy if resources are not likely to be adequate. If a decision is made to phase out from any programmes, a strategy should be put in place to undertake this and is also needed to deal with those activities that were supposed to be exited from during the 2007-2010 CSP but are still ongoing with money unspent.

### **Managing for Development Results/Results Based Management**

8.39 A logic model should be developed and a results framework completed before the Country Strategy begins, with any revisions only occurring at the mid-term review. For this framework to be useful it also needs to be systematically monitored to assess progress towards achieving objectives and outcomes and needs to adhere to the SMART criteria in order to support this.

8.40 The Management for Development Results process could also be strengthened by revisiting the pillar objectives and the outcomes monitored for the next Country Strategy. For example, in *MDWLL "evidence from tracking and monitoring national level programmes at district and sub-district levels used by Irish Aid in dialogue with partners"* is an objective. This is out of place as it is at the input/output level of the results chain, rather than

the output/outcome level where the other objectives have been placed. Objectives for *MDWLL* and *Education* are also focused on processes rather than results and it is worth giving consideration to reworking these to emphasise results or at least to ensure there is a balance between objectives/activities related to process and those focused on outcomes/results.

8.41 Related to this, there is a need to establish proper Performance Monitoring Framework for the programme. Currently it is difficult to measure the impact of activities, particularly in the *MDWLL* and *Building Good Governance* pillars. Systems need to be established in order to be sure that programmes are meeting objectives. This would entail developing a, baseline and indicators for each programme at the beginning of the intervention to ensure that it is possible to measure results when mid-term reviews and final evaluations are undertaken.

8.42 Corporate reporting frameworks should be better linked to the results framework developed. Currently there is a disconnect between the two and in order to provide a better overview of programme performance, a more systematic assessment of the results framework is needed which links to the annual Business Plan and half-yearly and annual reports.

### **Lessons learned for Irish Aid**

8.43 It is essential that there are guidelines at the beginning of Country Strategy design process that make clear how the process will work, how the Country Strategy should be designed and the roles and responsibilities of HQ and country offices in relation to this. Added to this, adequate support needs to be provided by HQ in order to ensure the CSP design process is undertaken effectively.

8.44 The Country Strategy and management processes should be flexible enough to allow a reassessment and reorientation during the Country Strategy period if necessary. During the 2007-2010 CSP resource constraints and management issues resulted in key parts of the Country Strategy not being implemented, staffing constraints not being reassessed or the potential need to change parts of the Country Strategy discussed. Although these issues were acknowledged, it was not possible to resolve these issues either in-country or at HQ level during the Country Strategy period which had an impact on the efficiency of programme implementation. Mechanisms need to be introduced in order for this to be undertaken.

# Annexes

## Annex A: Schedule for Country Visit and Persons Met

### Week 1

Date	Activity/appointments
Monday 21 <sup>st</sup> February	<ul style="list-style-type: none"> <li>&gt; 9:30-10:30: Team preparation (Evaluation Team and Nicola Brennan, Tony, Cotter &amp; Patrick McManus)</li> <li>&gt; 10:30-13:00: Presentation by Irish Aid programme team (Miyanda Kwamba, Yvonne Chomba, Chitalu Kaite, Andrew Bowden, Marylee Wall, Mwiya Mundia, Connie Simutonga, Maurice Sadlier and Stella Nkhoma)</li> <li>&gt; 14:00-15:00: Meeting with IRISH AID Education Team (Miyanda Kwamba, Yvonne Chomba and Chitalu Kaite)</li> <li>&gt; Meeting at the Ministry of Local Government and Housing and Rural Water</li> </ul>
Tuesday 22 <sup>nd</sup> February	<ul style="list-style-type: none"> <li>&gt; 9:00-11:00: Education CPs meeting (JICA, USAID, Netherlands, Danida and Unicef)</li> <li>&gt; 10:45-12:00: Meeting with Barbara Nost Head of the Zambia Governance Foundation</li> <li>&gt; 11:30-13:00: Education CSOs meeting (ZANEC, FAWEZA, RD, CAMFED, ZOCS)</li> <li>&gt; 13:00-14:00: Lunch with Karin Sverken Chair of the CPs Mutual Accountability Group</li> <li>&gt; 14:30-15:30: Meeting with Felix Phiri Director of Planning and Information, Alex Kaba (Planning Officer) and Millan Gondve (Planning Officer) at the Ministry of Education</li> <li>&gt; 14:30-15:30: Meeting with Thokozani Kamanga the Principal Clerk of the Parliamentary Reform Programme</li> <li>&gt; 15:45-16:45: Meeting at the Media Institute Southern Africa with Chanda Mfula (Programme Officer) and Sipo Kapumba (National Director)</li> </ul>
Wednesday 23 <sup>rd</sup> February	<ul style="list-style-type: none"> <li>&gt; 9:00-10:30: GIZ Combi-Financing meeting with Dedo Geintz (Senior Programme Advisor – Head of Programme)</li> <li>&gt; 9:45-10:45: Internal RRP meeting with Patricia Malasha, Stella Nkhoma and Connie Simutonga.</li> <li>&gt; 11:00-12:30: CARE International meeting with Cathryn Mwanamwambwa (Regional Director – North) and Munamobwe S. Nchemba (Programme support director)</li> <li>&gt; 11:30-13:00: Meeting with Michelo Stanfield (chief welfare officer) at the Ministry of Community Development and Social Services, Department of Social Welfare</li> <li>&gt; 14:00-15:00: Meeting with Danida the lead on WATSAN</li> </ul>
Thursday 24 <sup>th</sup> February	<ul style="list-style-type: none"> <li>&gt; 9:00-11:00: Meeting with Heads of Development (DFID, the Netherlands, France and UNDP).</li> <li>&gt; 11:30-13:00: Meeting with DFID as a co-lead CP in gender.</li> <li>&gt; 11:30-12:30: Meeting with CPs in WATSAN (USAID, JICA, SNV, Unicef).</li> <li>&gt; 13:00-14:00: Meeting with Alfred Sakwiya Head of the Decentralisation Secretariat</li> <li>&gt; 14:15-15:15: Meeting with Ruth Mubanga Director of TESS</li> <li>&gt; 15:30-16:30: Meeting with Georgina Maimbo Acting Director of Standards &amp; Curriculum</li> <li>&gt; 15:45-16:45: Meeting with the DFID social protection advisor</li> </ul>
Friday 25 <sup>th</sup> February	<ul style="list-style-type: none"> <li>&gt; 8:30-9:30: Progress meeting</li> <li>&gt; 9:00-10:00: Meeting with Muzi Larry Kamanga, Carlso Sibeene, Khuta Hara from Women in Law &amp; Development (WILDFAF)</li> <li>&gt; 9:45-10:30: Individual meeting with Andrew Bowden (IRISH AID) on governance programme</li> <li>&gt; 10:30-11:45: Meeting with the Embassy's corporate services (Marylee Wall and Judy Kankuli, then Lytton Kabengele and Masuoso Banda)</li> <li>&gt; 11:45-13:00 Meeting with Ben Chirwa from the National AIDS Council</li> <li>&gt; 13:30-14:30: Team Meeting</li> </ul>
Sunday 27 <sup>th</sup> February	<ul style="list-style-type: none"> <li>&gt; 7:00-19:00: Travel to Kasama, Northern Province</li> </ul>

**Week 2**

Date	Activity/appointments
Monday 28 <sup>th</sup> February	<ul style="list-style-type: none"> <li>&gt; 08:00-10:30: Briefing for the week and presentation of programme with the IN NP team (Fackson Nyanga, Mwape Chalowadya, John Mumba &amp; Kelly Siame)</li> <li>&gt; 10:30-11:30: Visit to the NP Deputy Provincial Secretary</li> <li>&gt; 10:30-11:30: Meeting with the Provincial Support Team in water (James Musonda (Provincial Support Team Coordinator RWSSP), Reinar Odsgaard (Team Leader RWSSP) and Bywell Simposya (Health &amp; Hygiene Expert RWSSP))</li> <li>&gt; 11:45-14:00: Meeting with NGOs – SWAAZ, AVAP, Caritas and YWCA</li> <li>&gt; 14:15-16:00: Lua Lua water project and beneficiaries</li> <li>&gt; 15:30-17:00: Community school visit</li> </ul>
Tuesday 1 <sup>st</sup> March	<ul style="list-style-type: none"> <li>&gt; 8:00 Depart for Mpika (Ann Bartholomew &amp; Alice Hill) and Mbala (Muriel Visser-Valfrey &amp; Patricia Ryan)</li> <li>&gt; 10:30-11:00: Courtesy call at the District Commissioner in Mpika &amp; Mbala</li> <li>&gt; 11:15-12:00: Meeting with the Council Secretary in Mpika &amp; Mbala</li> <li>&gt; 14:00-15:30: Meeting with the District Planner in Mpika &amp; Mbala</li> <li>&gt; 15:30-17:00: Meeting with members of the Planning Sub-Committee in Mbala &amp; Mpika</li> </ul>
Wednesday 2 <sup>nd</sup> March	<ul style="list-style-type: none"> <li>&gt; 9:00-10:30: Visit to a basic school and a Peri Urban Water Scheme in Shanghai and meeting with beneficiaries and the RDC (Mpika)</li> <li>&gt; 9:00-10:15: Meeting with M. Yambayyamba from the Mbala District Education Board.</li> <li>&gt; 10:30-11:30: Visit to a community school with Head Teacher Mr Lombe (Mbala)</li> <li>&gt; 11:30-13:00: Meeting with Paul Muwuwu from DOPE then beneficiaries from the Women's Council and Maybin Yala from N2P+ (Mpika)</li> <li>&gt; 12:00-13:00: Visit to girls' dormitories funded through the DAIP with Chief Mfwambo Tumkama II (Mbala)</li> <li>&gt; 14:00-16:00: Visit to New Kamwanya meeting with the RDC, seeing the local school and the Peri-Urban Water Scheme (Mpika)</li> <li>&gt; 14:00-16:00: Visit to Households in Distress projects and beneficiaries with Sister Mary.</li> <li>&gt; 16:00: Return of Mpika team to Kasama</li> </ul>
Thursday 3 <sup>rd</sup> March	<ul style="list-style-type: none"> <li>&gt; 7:00: Return of Mbala team to Kasama</li> <li>&gt; 08:00-9:30: Visit to Mungwi district</li> <li>&gt; 09:00-10:00: Meeting with Pamela Opiyo from SNV</li> <li>&gt; 09:45-10:45: Meeting with Lemani Kampango (Development Coordinator) from CARE and Moses Chishimba (Managing Director) and Linda Wamunyima (CDO) from Chambeshi Water &amp; Sewerage Company</li> <li>&gt; 11:00-12:00: Meeting with the Provincial Planning Unit</li> <li>&gt; 12:15-12:45: Meeting with Victor Simuchimba from World Vision</li> <li>&gt; 14:00-17:00: Flight to Kasama</li> </ul>
Friday 4 <sup>th</sup> March	<ul style="list-style-type: none"> <li>&gt; 8:00-9:00: Internal meeting with Peter Phiri</li> <li>&gt; 10:15-11:15: Meeting with John Chileshe</li> <li>&gt; 11:00-12:00: Meeting with Peter Sievers and Lotte Mededal at Danida</li> <li>&gt; 11:15-12:30: Feedback session with IRISH AID Education Team &amp; the Ambassador</li> <li>&gt; 14:00-15:00: Meeting with Benjamin Seidel the local development advisor at GIZ</li> </ul>

**Week 3**

Date	Activity/appointments
Monday 7 <sup>th</sup> March	<ul style="list-style-type: none"> <li>&gt; 9:00-10:30: Meeting with Peter Lesa, Chief Accountant at the MoE</li> <li>&gt; 11:00-12:30: Meeting with IRISH AID supported CSOs in HIV and AIDS</li> <li>&gt; 12:30-13:15: Feedback on NP visit to Ambassador, Nicola Brennan and Maurice Sadlier</li> <li>&gt; 14:00-15:00: Meeting with UNAIDS Social Mobilization Advisor, Jacqueline Makokha</li> <li>&gt; 15:30-16:30: Meeting with Cecil Dulu Nundwe from the Water Services Programme at the WB.</li> </ul>
Tuesday 8 <sup>th</sup> March	Public Holiday
Wednesday 9 <sup>th</sup> March	<ul style="list-style-type: none"> <li>&gt; 8:00-9:00: Final round up meeting with SMG</li> <li>&gt; 9:00-12:00: Feedback to Irish Aid Zambian Team</li> <li>&gt; 14:30-16:30: Feedback to external partners</li> </ul>

**List of Persons Interviewed**

Name	Position	Organisation
<b>Irish Aid/Embassy of Ireland, Lusaka</b>		
Tony Cotter	Ambassador	Irish Embassy Zambia
Nicola Brennan	Head of Development	Irish Aid Zambia
Miyanda Kwamba	Senior Education Advisor	Irish Aid Zambia
Yvonne Chomba	Education Adviser	Irish Aid Zambia
Maurice Sadlier	Programme Officer	Irish Aid Zambia
Andrew Bowden	Governance Adviser	Irish Aid Zambia
Mwiya Mundia	Local Development Adviser	Irish Aid Zambia
Patricia Malasha	HIV/AIDS Adviser	Irish Aid Zambia
Stella Nkhoma	Gender & Poverty Adviser	Irish Aid Zambia
Peter Phiri	Internal Auditor	Irish Aid Zambia
Kerry Postlewhite	Communications & Coordination Adviser	Irish Aid Zambia
Judy Kankuli	Office Manager	Irish Embassy Zambia
Chitalu Kaite	Programme Executive	Irish Aid Zambia
Connie Simutonga	Programme Executive	Irish Aid Zambia
Marylee Wall	Second Secretary	Irish Aid Zambia
Vincent O'Neill	Head of Development	Irish Aid Malawi
<b>Central Government, Lusaka</b>		
Felix Phiri	Director of Planning and Information	Ministry of Education
Ruth M Mubanga	Teacher Education & Specialized Services Director	Ministry of Education
Georgina Maimbo	Acting Director Standards and Curriculum	Ministry of Education
Peter Lesa	Chief Accountant	Ministry of Education
Alex Kaba	Planning Officer	Ministry of Education

Millan Gondve	Planning Officer	Ministry of Education
Thokozani Kamanga	Principal Clerk	Parliamentary Reform Programme
Michelo Stanfield	Chief Welfare Officer	Ministry of Community Development and Social Services, Department of Social Welfare
Alfred Sakwiya	Head of Secretariat	Decentralisation Secretariat
<b>CSOs, Lusaka</b>		
Barbara Nost	Head of ZGF	Zambia Governance Foundation
George Hamusanga		Zambia National Education Network (ZANEC)
Barbara Chilangwa	Executive Director	Campaign for Female Education (CAMFED)
Harriet Sianjibu-Miyato	Programme Coordinator	Zambia Open Community Schools (ZOCS)
Peter Sinyangwe	Programme Officer	Zambia Open Community Schools (ZOCS)
Edith Ng'omba	Programmes Manager	The Forum for African Women Educationalists of Zambia (FAWEZA)
Tom Cadogan		RD
Sipo Kapumba	National Director	Media Institute Southern Africa (MISA)
Chanda Mfula	Programme Officer	Media Institute Southern Africa (MISA)
Cathryn Mwanamwambwa	Regional Director – North	CARE International
Munamobwe S. Nchemba	Programme Support Director	CARE International
Mutale Wakunuma	Secretariat	Social Protection Platform
		National AIDS Council
Muzi Larry Kamanga		Women in Law and Development in Africa (WILDAF)
Carlso Sibeene		Women in Law and Development in Africa (WILDAF)
Khuta Hara		Women in Law and Development in Africa (WILDAF)
Sam Kapembwa	Communication Officer	ZNAN
Julia Ng'ambi	MGO/CBO Support Specialist	ZNAN
Chomba Chussin	Country Representative	SAfAIDS
Tamara Simavwa	Programme Officer	SAfAIDS
Choolue Haamujompa	Technical Support Specialist	Alliance Zambia
Lazarous Siwjiwza	Finance Manager	Alliance Zambia
Cheswa Flora Mubanga	Programme Officer	Archdiocese of Lusaka
Harrison Musonda	Programme Officer – AIDS	CHAZ
Rosemary Kabwe	Health Programme Manager	CHAZ
Golden Mwila	Finance Manager	CHAZ

Dhally Menda	Director of Programmes	CHAZ
Michael Kachumi	Grants Manager	CHAZ
Karen Sichinga	Executive Director	CHAZ
<b>Cooperating Partners, Lusaka</b>		
Mike Hammond	Head of Office	DFID
Valorie	Social Development Advisor	DFID
Patience Ugonma	Education Advisor	AfDB
Lotte Mindedal		Danida
John Chileshe		JICA (formerly Irish Aid consultant)
Cornelius Chipoma		USAID
Michael Banda		Unicef
Given Daka		Embassy of the Kingdom of the Netherlands
Ardi Stoios-Braken	Head of Mission	Embassy of the Kingdom of the Netherlands
Karin Sverken	Chair of Mutual Accountability Group and Deputy Country Director	Embassy of Sweden
Matilda Shatunka	Water, Sanitation and Hygiene Advisor	SNV
Dedo Geintz	Senior Programme Advisor, Head of Governance Programme	GIZ
Benjamin Seidel	Advisor	GTZ
Silvia Gaya	Chief of WASH	Unicef
Viola Morgan	Country Director	UNDP
Georgina Fekete	Deputy Country Director	UNDP
Jacqueline Makokha	Social Mobilization Advisor	UNAIDS
Beatrice Chimbandu Mweene	Education Advisor	USAID
Serge Casseri	Head of Mission	Embassy of France
Cecil Dulu Mundwe	Operations Analyst, water and sanitation programme	World Bank
Irish Aid, Northern Province		
Fackson Nyanga	Administrator	Irish Aid Zambia, Kasama
John Mumba	Programme Adviser	Irish Aid Zambia, Kasama
Mwape Chalowadya	Programme Adviser	Irish Aid Zambia, Kasama
Kelly Siame	Auditor	Irish Aid Zambia, Kasama
Mercy Kasoma	Administrator	Irish Aid Zambia, Kasama



<b>Provincial Government, Northern Province</b>		
Georgina Zulu	Director of Planning	Provincial Planning Unit
Kamenda Matea	Provincial Planner	Provincial Planning Unit
Leonard Nkoma	Provincial Planner	Provincial Planning Unit
James Musonda	Provincial Support Team Coordinator RWSSP	Ministry of Local Government and Housing
Hasad Siyambille		Mpika District Administrators Office
Augustine Bwalya	District Secretary	Mpika District Council
Harry Twenda	District Planner	Mpika District Council
Pamela Zulu	District Planner	Mbala District Council
Goodfellow Mphande	Committee Member	Mpika District Planning Sub-Committee
Kapembwa Tins	Committee Member	Mpika District Planning Sub-Committee
Oluronke Oke	Committee Member	Mpika District Planning Sub-Committee
Chewe Mufale	Committee Member	Mpika District Planning Sub-Committee
Precious Miti	Committee Member	Mpika District Planning Sub-Committee
Chomba G.B. Chomba	Committee Member	Mpika District Planning Sub-Committee
Francis Mutace	Committee Member	Mpika District Planning Sub-Committee
Patrick Sikeawe	Committee Member	Mpika District Planning Sub-Committee
Alan Chonde	District Council Secretary	Mungwi District Council
Tracy Bwalya	District Administrator	Mungwi District Council
Anastasia Mubanga	District Administrator	Mungwi District Council
<b>CSOs, Northern Province</b>		
Simon Chiti	Project Officer	Anti Voter Apathy Project (AVAP)
Maggie Siame	Project Coordinator	Society for Women and AIDS in Zambia (SWAAZ)
Brian Alex Kaluba	Project Secretary	Society for Women and AIDS in Zambia (SWAAZ)
Hamida Kabaso	Vice President	Young Women's Christian Association (YWCA)
Fr. Nicholas Kaliminwas	Director	Caritas
Victor Simuchimba	Mwamba Area Development Programme Manager	World Vision
Matildah Mbalamashu	Regional Coordinator	Young Women's Christian Association (YWCA)
Paul Muwuwo	Director	DOPE

Beneficiaries, Northern Province		
PTA Members and Headmistress		Shanghai Basic School, Mpika
Shanghai RDC, Mpika		
New Kamwanya RDC, Mpika		
Mbala Planning Sub-committee		
Chief Mfwambo Tumkama		
Mr. J. Lombe	Head Teacher	
Elizabeth Kaponka	Women's Council Member	DOPE
Chilufya Chikonde	Women's Council Member	DOPE
Judith Sali	Women's Council Member	DOPE
Maybin Yala	N2P+	DOPE
Other, Northern Province		
		SNV
Reinar Odsgaard	Team Leader RWSSP	COWI Limited
Bywell Simposya	Health & Hygiene Expert RWSSP	COWI Limited
Moses Chishimba	Managing Director	Chambeshi Water and Sewerage Company
Linda Wamunyima	Community Development Officer	Chambeshi Water and Sewerage Company

## Annex B: Evaluation Framework

Development area	Core Evaluation Question	Key Issues	Sources of information
<b>Development Strategy</b>	1) To what extent did the Irish Aid CSP make appropriate poverty and inequality reduction focused choices based upon in-depth analyses?	<p>How were decisions made, based on what evidence and to what extent were they made in conjunction with other stakeholders?</p> <ul style="list-style-type: none"> <li>&gt; Quality of underlying analytical work</li> <li>&gt; Pillar choices/strategies chosen</li> <li>&gt; Decision to move out of health and focus on education</li> <li>&gt; Use of joint analysis and Irish Aid analytical work.</li> </ul>	<p>Interviews (IA, GRZ, DPs)</p> <p>Document review</p>
	2) To what extent was the strategy in alignment with Zambian Government strategies and priorities and Irish Aid corporate priorities?	<p>Alignment with GRZ FNDP and sector strategies</p> <p>Alignment with JASZ process</p> <p>Alignment with Irish Aid white paper and other corporate strategies</p>	Document review
	3) To what extent was the programme design coherent (the balance, interlinks and complementarity between Pillars), logical (cause and effect relationships) and innovative (use of new approaches)?	<p>Coherence of 4 pillars and 5 strategies</p> <p>Usefulness of logic model (links and synergies)</p> <p>Synergies/complementarity between pillars</p> <p>Consideration of risks</p> <p>Effectiveness of the use of Irish Aid resources</p>	<p>Interviews IA</p> <p>Analysis of Logic model and synergies between pillars</p>

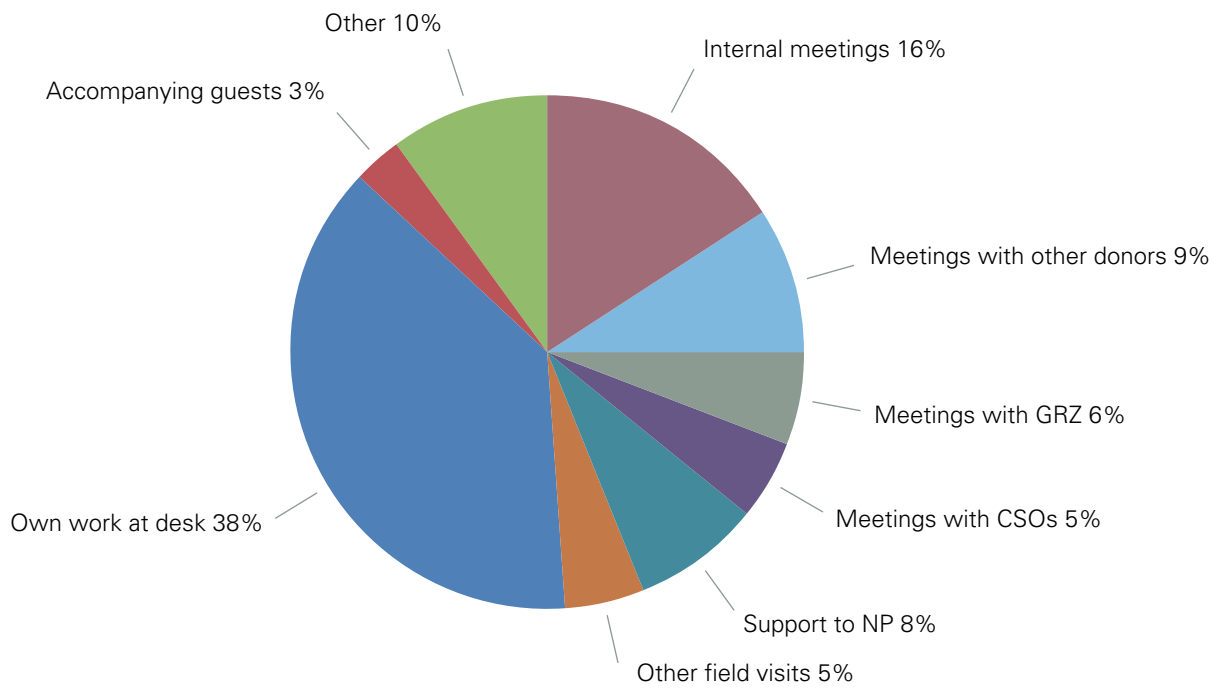
Development area	Core Evaluation Question	Key Issues	Sources of information
<b>Development Results</b>	4) To what extent did the Irish Aid programme contribute to its stated objectives?	<p>Assessment of 7 overall programme objectives:</p> <ul style="list-style-type: none"> <li>i) More aligned and coordinated education sector better capacitated to address access and exclusion (including better gender inequality)</li> <li>ii) Strengthened capacity of selected governance institutions for accountability and oversight of development resources</li> <li>iii) Selected government institutions (NAC, MCDSS, GIDD) better capacitated to respond to chronic poverty and vulnerability</li> <li>iv) Strengthened civil society capacity to influence policy and respond to the needs of women children and other vulnerable groups</li> <li>v) Attention to gender equality and HIV/AIDS is prioritised and advanced across all Irish Aid Programme Pillars</li> <li>vi) Strengthened governance structures at provincial, district and sub-district levels (to plan for and improve services that include poor women and men</li> <li>vii) Evidence from tracking and monitoring national level programmes at provincial, district and sub-district levels used by Irish Aid in dialogue with partners</li> </ul>	<p>Interviews (IA, GRZ, DPs)</p> <p>Document review</p> <p>Evidence from results framework</p> <p>Contribution analysis</p>
	5) To what extent did the Irish Aid programme contribute to the intended outcomes (immediate and intermediate levels)?	<p>Assessment of whether final and intermediate outcomes were achieved:</p> <ul style="list-style-type: none"> <li>i) Final outcome: reduction of chronic poverty and gender inequality in Zambia</li> <li>ii) Intermediate outcome: poor households and individuals have increased access to services that reduce the impact of chronic poverty, HIV/AIDS and gender inequality</li> <li>iii) Immediate outcomes: (1) national policy and delivery systems are more focused on chronic poverty, inequality and vulnerability; (2) government institutions are more coherent and accountable for pro-poor and equitable development results; and (2) increased capacity and space for civil society to engage in national development processes</li> </ul>	<p>Interviews (IA, GRZ, DPs)</p> <p>Document review</p> <p>Evidence from results framework</p> <p>Contribution analysis</p>
	6) To what extent are the results achieved to date and future results likely to endure in the longer term?	Sustainability of programmes and exit strategies	<p>Interviews (IA, GRZ, DPs)</p> <p>Document review</p>

Development area	Core Evaluation Question	Key Issues	Sources of information
<b>Development Processes</b>	7) How well did Irish Aid contribute to Aid Effectiveness/Paris-Accra principles?	<ul style="list-style-type: none"> <li>&gt; Relevance of aid modalities used (combi-financing, pooled funds, direct support).</li> <li>&gt; Evidence of joint working within the programme</li> <li>&gt; Quality of collaboration with DPs/GRZ/ stakeholders (IA co-leads etc.)</li> <li>&gt; Success of management for development results strategy</li> </ul>	Interviews (IA, GRZ, DPs)  Document review
	8) To what extent was the Irish Aid Programme designed and implemented in collaboration with national and local authorities, civil society organisations and other development actors?	<ul style="list-style-type: none"> <li>&gt; Participation by other development actors in programme design</li> <li>&gt; Degree of ownership by other stakeholders/mutual accountability</li> <li>&gt; The extent to which design addressed local level priorities</li> <li>&gt; Participation in implementation by CSOs and other actors</li> </ul>	
<b>Development Management</b>	9) How efficiently and effectively did the Irish Aid team in Zambia apply its human, financial and other resources in furthering development results?	<ul style="list-style-type: none"> <li>&gt; Efficiency of management systems</li> <li>&gt; Monitoring and reporting systems</li> <li>&gt; Programme staffing (skills and capacity)</li> <li>&gt; Effectiveness of training and change management process</li> </ul>	Interviews (IA, GRZ, DPs)  Document review
	10) How effectively did the Irish Aid Zambia Mission and Irish Aid HQ work together?	<ul style="list-style-type: none"> <li>&gt; Usefulness of lesson learning strategy</li> <li>&gt; Communication and reporting systems</li> <li>&gt; Technical support from HQ</li> <li>&gt; Evidence of team working</li> </ul>	

## Annex C: Analysis of Staff Time Management

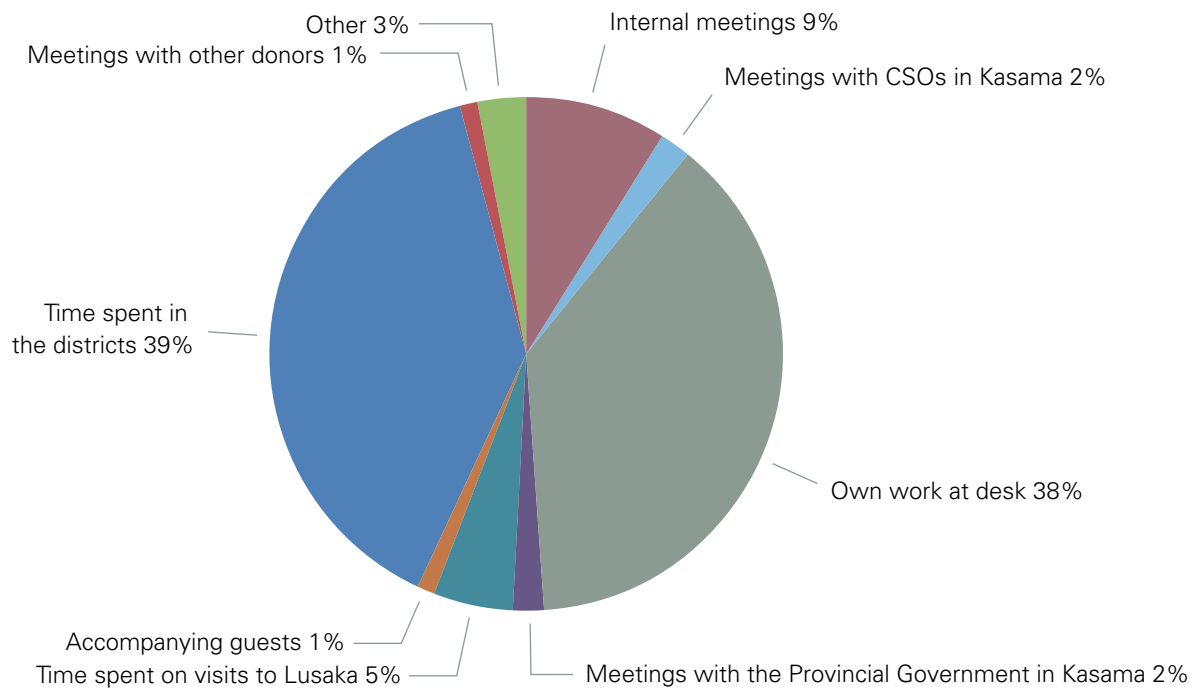
### Lusaka Team

%age of time spent on each activity



### NP Team

%age of time spent on each activity





## Annex D: Assessment of the CSP Results Framework

CSP Goal/Final Outcome: Reduction of chronic poverty and gender inequality	2007	2010	Observations
<b>Indicators</b>			
Reduced percentage of population (sex disaggregated) living in extreme poverty (MDG)		LCMS not available	
Reduced percentage of women and men living below the poverty line		LCMS not available	
Reduced Gini co-efficient (measurement of wealth/income inequality)	50.74 (04)	No data	
Increased ratio of girls to boys in primary and secondary school (MDG)		No new data	
Reduced HIV/AIDS Prevalence for women and men	14.3 (ZDHS)	14% (ZDHS 08)	
Increased percentage of population with access to safe water (MDG)		No data	
Reduced maternal mortality ratio (MDG)	591	No data	
Reduced under-5 mortality rate (MDG)	149.6	141.3 (09)	
<b>Intermediate Outcome: poor households and individuals have increased access to services that reduce the impact of chronic poverty, HIV/AIDS &amp; gender inequality</b>			
Percentage of people living in extreme poverty reduced from 51% in 2006 to 29% by 2015 (sex disaggregated) MDG ( <i>source: LCMS</i> )		LCMS not available	
Completion rates for educational attainment (% of male and female completing grades 7 (MDG), 9 and 12 by 2015) ( <i>source: MoE EIMS</i> )	Grade 7 = 90.7 grade 9 = 47.0 grade 12 = 19.7	Grade 7 = 93.2%, grade 9 = 50.55% Grade 12 = 19.83%	
Gender Parity rate (ratio of girls to boys in school) for Grades 1-9 and Grade 10-12 increased to 95.6 and 82.7 respectively (PAF) by 2015 ( <i>source: MoE EIMS</i> )	Grade 1-7 = 0.97 Grade 8-9 = 0.96 Grade 10-12 = 0.83	Grade 1-7 = 1.01 Grade 8-9 = 0.99 Grade 10-12 = 0.87	
Percentage of population with access to safe water increased from 60% (2006) to 75% (2015) MDG ( <i>source: ZDHS</i> )		No data	
Maternal mortality ratio reduced from 449 in 2006 to 162 by 2015 MDG ( <i>source: ZDHSS</i> )	591	No data	
Prevalence rate of HIV/AIDS reduced from 16% to below 14% (sex disaggregated) by 2015 ( <i>source: ZDHS</i> )	14.3 (ZDHS)	14% (ZDHS 08)	
Number of key social development ministries effectively planning for, managing and monitoring gender equality and women's empowerment results ( <i>source: GIDD</i> )		Not achieved	
Increased Public Expenditure and Financial Accountability (PEFA) scores in legislative scrutiny of the budget and external audit reports from C+ to B by 2015 ( <i>source: PEPA WB/MoF Report</i> )	C+	C+/Not yet Achieved (2010) PEMFA)	

Achieving a More Effective Approach to Education	2007	2010	Observations
<b>Immediate Outcome 1: National policy and delivery systems are more focused on chronic poverty, inequality and vulnerability</b>			
Transition rate for girls in grade 7-8 increased from 53.5% in 2006 to 60% by 2012	53.30%	67.4% (09) Achieved	
Number of districts with a Pupil/Teacher Ratio of over 100:1 in the lower basic grades (grades 1-4) reduced from 12 in 2007 to 0 by 2012	12	7 (09) Progress but not yet achieved	
<b>Immediate Outcome 2: Government institutions are more coherent and accountable for pro-poor development results</b>			
% of education support from CPs in parallel system reduced from 15.56% in 2007 to 2% by 2012	15.56%	10% (tbc)	Is data available? From Miyanda's financial data would appear to be about 10%
MoE budgetary allocation to basic education sub-sector increased from 69% in 2007 to 71% by 2012	69%	No data found	Indicator dropped in 2011 framework, no data?
Notice board system in place providing communities access to information on school budgets	No	In progress	Pilot completed in 2010, first phase covering 152 schools rolled out in 2011
<b>Immediate Outcome 3: Increased capacity and space for civil society to engage in national development processes</b>			
Coordinated advocacy strategy in place measuring progress and tracking government support to community schools	No	Yes	A joint strategy of two NGOs (ZANEC and ZOCS) was put in place in 2010
Campaign on Zero Tolerance to abuse of girls in school is institutionalised within the Ministry of Education	No	No data found	

*(continued overleaf)*

Achieving a More Effective Approach to Education	2007	2010	Observations
<b>Objective: more aligned and coordinated education sector better capacitated to address access and exclusion</b>			
Time taken for funds to be transferred from the Ministry to schools reduced from three months to one month by 2010	3 months	1.5 months	
Completion rates at grade 7, 9 and 12 increased to 90%, 65.4% and 29.6%, respectively by 2010		87.1% (Primary, 10)	Is the 2010 data completion or transition?
Gender responsive indicators included in planning and monitoring frameworks by 2010	No	Yes	
Enrolment increased to 3,900,000 (Male: 2M, female: 1.9M) for Grades 1-12 by 2010	2700000	3600000 (09) Almost achieved, but no up-to-date data	Revised in 2010 to target of 3.9 million by 2012
Percentage of female orphans enrolled in Grades 1-9 and 10-12 increased to 50% and 49% respectively by 2010		49 and 52 in 2009	
JASZ Management and Coordination Guidelines in practice (clarity on roles and responsibilities, regular and focused dialogue) by 2010	No	In practice in 2010	
Campaign on zero tolerance to child abuse adopted in 615 schools by 2010	No	646	
Increased compliance by MoE with guidelines on allocation of grants to community schools			Revised in 2011 so compliance is monitored through allocation of grants, teacher and learning materials and teacher allocation
SBS in place and a unified financial management and reporting system established by 2010	No	Not achieved	Indicator dropped in 2011 framework, no data

Recognising and Reaching the Poorest	2007	2010	Observations
<b>Immediate Outcome 1: National policy and delivery systems are more focused on chronic poverty, inequality and vulnerability</b>			
HIV&AIDS prevalence (sex disaggregated) reduced from 16% in 2006 (NASF) to 12% in 2012 (baseline at 2006, men 13%, women 18%)	16%	14% ZDHS (08)	this target is different from intermediate one
Percentage of people living below the national poverty line decreased from 64% (2004) to 58% by 2012 (joint indicator with Governance Pillar)		LCMS not available	Dropped from 2011 framework and 4 outcomes added
<b>Immediate Outcome 2: Government institutions are more coherent and accountable for pro-poor development results</b>			
HIV/AIDS M&E system institutionalised in all 72 districts and drawing data from all sectors and at all levels on routine and consistent basis by 2012		M&E system decentralised to districts	
Monitoring and evaluation institutional framework for gender mainstreaming established and providing data on gender equality results in five out of seven key sectors by 2012		Not yet achieved	
<b>Immediate Outcome 3: Increased capacity and space for civil society to engage in national development processes</b>			
Coordinated advocacy strategy in place highlighting identified gaps and response strategies for vulnerable children.		Social Protection Platform developed	
GRZ and CSO evidence based framework in place to monitor utilisation and impact of social protection programmes		Not yet achieved	

*(continued overleaf)*

Recognising and Reaching the Poorest	2007	2010	Observations
<b>Objective 1: Selected government institutions (NAC, MCDSS, GIDD) better capacitated to respond to chronic poverty and vulnerability</b>			
Consistent and predictable quarterly disbursement of donor funds by National AIDS Council (NAC) to all 72 districts by 2010 according to set targets in the National AIDS Strategic Framework		Partially achieved	
Scale-up by Ministry of Community Development and Social Services (MCDSS) of Social Cash Transfer Programme in additional 5 districts		Achieved	
Monitoring and evaluation framework established in Gender in Development Division (GIDD) and providing data on gender equality results in three out of seven key sectors by 2010 (including the Education sector)		Achieved	
<b>Objective 2: Strengthened Civil Society capacity to influence policy and respond to the needs of women, children and other vulnerable groups</b>			
Civil Society Social Protection Platform established and coordinating mechanism developed for local level monitoring and accountability		Achieved	
<b>Objective 3: Attention to gender equality and HIV/AIDS is prioritised and advanced across all Irish Aid Programme Pillars</b>			
Strengthened capacity among all programme staff to understand and apply gender and HIV/AIDS analysis and identify appropriate results & indicators		Not clear how to assess	
Irish Aid successfully influencing external partners in strengthening gender results and indicators in key sectors and programme components (e.g. education, social protection, local development, ZGF)		Not clear how to assess	

<b>Building Good Governance</b>	<b>2007</b>	<b>2010</b>	<b>Observations</b>
<b>Immediate Outcome 1: National policy and delivery systems are more focused on chronic poverty, inequality and vulnerability</b>			
Percentage of people living below the national poverty line decreased from 64% (2004) to 58% by 2012		Latest LCMS not available	New indicator substituted for 2011 framework
<b>Immediate Outcome 2: Government institutions are more coherent and accountable for pro-poor development results</b>			
Improved external scrutiny and audit by the legislature as evidenced by Public Expenditure and Financial Accountability grading	C+	C+/no change	
Citizens perceptions of local councils capacity to deliver services improved by 2012		No data	
MoE budgetary allocation to basic education sub-sector increased from 69% in 2007 to 71% by 2012 (MTEF/ Yellow Book)		Unknown	Dropped from 2011 framework
Increased flow of funds to districts to support annual investment plans		Not Achieved	
<b>Immediate Outcome 3: Increased capacity and space for civil society to engage in national development processes</b>			
Civil society prioritised concerns addressed in the final Sixth National Development Plan		Achieved	
<b>Objective: strengthened capacity of selected governance institutions for accountability and oversight of development resources</b>			
Percentile rank increase from 30 to 40 for Zambia's Worldwide Governance indicator for voice and accountability by 2010	30.4	39.8 (Almost Achieved)	
4 city, 14 Municipal and 54 District Councils restructured strategic plans adopted and operationalised by 2010 (PAF).		Unknown	
Improved Transparency International Corruption Perceptions Index score from 2.6 to 3 by 2010	2.6	3 (Achieved)	
Improved quality and out reach of community radio programming on issues of gender by 2010 (CRS Listener ship survey)		Unknown	
SNDP consultative and review processes include effective representation of key civil society organisation (CSPR, JCTR, NGOCC, ZNAN, ZANEC) in at least four Sector Advisory Groups at National level. (reports linked to progress around ZGF M&E frame work)		Achieved	
Systematic and coherent approach to engaging with civil society on programming and advocacy across Irish Aid programme		Not clear how to measure	



Making Development Work at Local Level	2007	2010	Observations
<b>Immediate Outcome 1: National policy and delivery systems are more focused on chronic poverty, inequality and vulnerability</b>			
The proportion of people with access to functioning rural water supply points increases from 37% (2005) to 63% (2012)		No data	3 new outcomes in 2011 framework with previous ones dropped
Increased district level resources targeted at vulnerable children and women		Not achieved	
<b>Immediate Outcome 2: Government institutions are more coherent and accountable for pro-poor development results</b>			
At least 50% of the districts in NP are using District Annual Investment Plans (DAIP) as main modality for development investment		Unknown	2 new outcomes in 2011 framework with two out of three previous ones dropped
HIV/AIDS M&E system institutionalised in all the 4 districts of NP and drawing data from all sectors on routine and consistent basis by 2012		M&E system decentralised to districts	
Increased flow of funds to districts to support annual investment plans (joint indicator with Governance Pillar)		Not achieved	
<b>Immediate Outcome 3: Increased capacity and space for civil society to engage in national development processes</b>			
Civil society organizations in districts participate in the District Development Coordinating Committee activities and their activities form part of the District Annual Investment Plans		Participation but activities not reflected in DAIPs	1 addition outcome added in 2011 framework

*(continued overleaf)*

Making Development Work at Local Level	2007	2010	Observations
<b>Objective 1: Strengthened governance structures at Provincial, District and Sub-district levels (to plan for and improve services that include poor women and men)</b>			
Clear linkages evident between Provincial and District Planning processes		Not achieved	
Four districts have integrated planning processes and functioning District Development Coordinating Committees in place		Achieved	
District Annual Investment Plans in the four Districts are better prioritised to meet the needs of the poorest and most marginalised (with emphasis on addressing gender inequality)		Not achieved	
Increased proportion of people with access to safe and clean water in the four districts		Achieved	No baseline or target
Audit Matrix indicates a reduction in the number of audit queries on Irish Aid partners		Unknown	
<b>Objective 2: Evidence from tracking and monitoring national level programmes at Provincial, District and sub-District levels used by Irish Aid in dialogue with partners.</b>			
Evidence of local progress of Decentralisation policy (with emphasis on progress of Provincial planning role) is captured and informing national dialogue		Not achieved	
Lessons from experience of supporting the establishment and strengthening of Area Development Committees captured and informing national dialogue		Not achieved	
Lessons from local level responses to addressing vulnerability informing national dialogue on social protection		Not achieved	
Evidence of progress on local level monitoring systems is shared with CPs and GRZ (Education, HIV/AIDS, Social Protection, etc.)		Not achieved	

## Annex E: Comments on the Education Results Framework

E1. Overall the 2011 framework includes sensible and well selected indicators. Some of the indicators (e.g. transition rates, pupil-teacher ratios) are fairly standard and easily measured, others present some challenges as further discussed below.

E2. A small number the indicators in the results framework do not respond to the SMART (Specific, Measurable, Achievable, Relevant, Time-Bound) criteria and may therefore be difficult to monitor.

- > An example of this is the second indicator under Immediate Outcome 2 in the February 2011 version of the Education Results Framework (which replaces an earlier indicator on MoE budgetary allocation to education sub-sector which was dropped): "Notice board system in place providing communities access to information in school budgets". It is difficult to see how this will be verified/measured and who will be responsible for providing this information. The indicator is also not time bound, and there is no indication of what would be an acceptable level of achievement for this objective, is it all schools, most schools, more than 50% of schools?
- > A second example falls under Immediate Outcome 3 where the term 'institutionalized' is used. It is difficult to see what the 'institutionalization' of a campaign for Zero Tolerance on Abuse of Girls in Schools might mean in practice, and how it would be measured. Does this mean that the campaign is in the Ministry of Education, provincial and district plans? Or that departments at various levels report on actions taken? Or that a greater number of reports of abuse are followed up and result in administrative/legal consequences for the perpetrators of abuse?
- > A final example is the last indicator under the overall objective: "Increased compliance by MoE with community school guidelines monitored through allocation of grants, teaching and learning materials, and teacher allocation". This indicator is vague (for example are we looking at allocation of grants or schools actually receiving grants?), and may be better broken down into two or three specific, measureable and time-bound indicators.

E3. The periodic updating of progress against the indicators is helpful to get a sense of achievement and this is done in the consecutive versions of the results framework tables. However, two observations need to be made here. Firstly some indicators at immediate outcome level and at objective level have been changed/dropped during the CSP period, and new indicators added. Examples of this include:

- > For immediate outcome 2 the second indicator was "MoE budgetary allocation to basic education sub-sector increased from 69% in 2007 to 71% by 2012".
- > And, at the level of objective indicators the second indicator "SBS modality in place and a unified financial management and reporting system established by 2010". This indicator was dropped in the 2011 version of the table.

E4. From an 'outside' perspective it is not clear whether the indicators are replaced because they were achieved (which of course is possible), or because on further reflection/experience they are not helpful in measuring progress, or because the priorities of the programme changed. In any case, the changes in indicators mean that in practice the results framework no longer reflects all the results/absence of results over the period, nor the work that might have been invested in trying to achieve these objectives. It would be helpful if the table somehow captured these changes so that time and energy invested in achieving/trying to achieve certain results is clearly visible.

E5. Secondly, the results framework continuously updates indicators based on achievement i.e. in one of the earlier versions the first indicator under the objective was "time taken for funds to be transferred from the Ministry to schools reduced from three months to one by 2010". In the 2011 version this was changed to "Time taken ... from 1.5 months in 2010 to 2012". The progress made before 2010 is lost by reporting in this way. It might be more useful if the table captures the baseline at the start of the CSP and then the revised indicator.

E6. Finally, a few specific (minor) comments on indicators:

- > There is clear evidence from research that class sizes over 60 are detrimental to educational outcomes (e.g. Michaelowa & Wechter, 2006), so monitoring districts with a high pupil teacher ratio is important. However a focus on reducing ratios below 60 pays off far less. Because of this it may be better to drop the indicator under the overall objective in the Feb. 2011 table related to reducing pupil/teacher ratio from 49.8 to 47 by 2012.
- > Research has shown that providing bursaries can have a very important impact on both participation and achievement. It may be useful to include an indicator of this nature.
- > Books per pupil have been shown to be very important to educational achievement, in particular at least one book per two students in each school. We might suggest this as an additional indicator.

## Annex F: Analysis of Findings and Key Issues in Making Development Work at Local Level

### **Making Development Work at Local Level**

F1. This annex provides a more detailed assessment of the Making Development Work at the Local Level (MDWLL) pillar and in particular Irish Aid's work in Northern Province to supplement the analysis undertaken in Chapter 6. The annex starts by providing some background to the Northern Province Programme, outlines key issues and results achieved, before finishing with some conclusions.

### **Background**

F2. Irish Aid began working in Northern Province in 1982. The programme supported activities in the water sector in Kasama and was then extended to cover work in the 12 Northern Province districts in 5 sectors, which were; education; reproductive health; HIV/AIDS and governance. Support consisted primarily of projects and Irish technical assistance.

#### **Box A1: Making Development Work at the Local Level 2007 Components**

*Developing capacity for integrated planning and delivering services* through funding to 6 district councils, 4 in Northern Province. The emphasis was on supporting districts to strengthen planning processes. Funding was also given to finance activities in the DAIPs that were aligned with Irish Aid priorities of governance, water and sanitation and HIV/AIDS.

*Support to CSOs* in the targeted districts to deliver services in line with district plans and develop research and advocacy capacity.

*Support to water and sanitation* through funding the Peri-Urban Water and Sanitation Programme managed by CARE and by providing funds through the DAIP to finance water and sanitation interventions. To complement this at national level, support was provided to the Ministry of Local Government and Housing to develop a national Rural Water Supply and Sanitation Programme (RWSSP).

F3. After 2000 the direction of the programme changed as it was acknowledged that previous support did not build capacity, resulted in parallel systems and was administratively burdensome. This realisation led to a reorientation of the programme towards building the capacity of local authorities, strengthening government systems and targeted support to CSOs.

F4. A Planning Review was undertaken in 2009 in response to perceived problems with the Northern Province component which re-orientated the programme towards the following:

- > More engagement with Provincial Authorities and strengthening of provincial capacity to support District and sub-district planning processes
- > Building capacity for District Integrated Planning
- > Phasing out engagement in water and sanitation
- > Untying Irish Aid support to HIV/AIDS, governance and water and sanitation
- > Phasing out of direct support to NGOs with a view to CSOs receiving funding through the DAIP
- > Targeting of up to 70% of resources at sub-district level.

F5. The Northern Province programme originally had a CSP budget of €5.5-€6 million a year, but Irish Aid budget cuts led to less being allocated. In practice this made little difference as weak capacity in districts meant that the ability to absorb funds was limited. Most of the financing over the 2007-2010 period was allocated to WATSAN (€7.05 million), with governance receiving €3.38 million and HIV/AIDS €1.79 million. The main components of MDWLL at the beginning of 2007 are outlined in Box A1.

F6. There are currently 5 professional Irish Aid staff in Kasama consisting of a Programme Manager, two Programme Advisors who work with two districts each, an administrator and a financial manager. Previously there were Sector Advisors rather than Programme Advisors, and 11 professional staff in 2007. A decision was taken after the 2009 review to reduce the number of professional staff and to turn the sector advisor posts into more generalist programme advisors.

## Key Issues

F7. The MDWLL pillar has experienced difficulties over the CSP period mainly due to management problems as a result of the distance between Kasama and Lusaka. For the team in Kasama to attend meetings in Lusaka or vice-versa a significant amount of time travelling is involved, so it is a challenge for the management team in Lusaka to maintain good oversight of the programme. The districts that Irish Aid works in within the Province (Mbala, Mpika, Isoka and Luwingu) are also very large

which involves a lot of travel for the Kasama team in order to provide the necessary backstopping support. That said it is still a significant improvement from the previous CSP where 12 districts were supported.

F8. These management difficulties have led to management more recently being undertaken from Lusaka, rather than from Kasama as in the first half of the CSP period. Although there have been efforts to increase the interaction between the Northern Province team and staff in Lusaka through joint attendance at pillar meetings, management still remains a problem due to logistical issues and a lack of resources within the senior management team.

F9. Resources for implementation are also constrained by the number of carry over projects that have not yet been phased out. Managing this process continues to be time consuming for the team and relates mainly to water and health projects, which have not yet been completed. The Peri-Urban Water project is very delayed as it was supposed to be completed in 2009, but will not now finish until mid-2011. It has also proved difficult to spend all the water and sanitation funding allocated to the programme as by end 2010, the balance of unspent funds from 2008-2010 was 58%.

F10. There has not been a strong link between the MDWLL pillar and other parts of the programme, apart from in governance and gender. An example of this was the decision to exclude education from the three core areas of the District Annual Investment Plan (DAIP) that Irish Aid would fund which was a missed opportunity to link education support at central level with reality on the ground. On the other hand, the decision after the 2009 Review to allow all areas of the DAIP to be considered for Irish Aid funding was positive, as it allowed the DAIPs to better reflect district priorities rather than Irish ones.

F11. There has been little emphasis on monitoring within MWDLL and particularly at Northern Province Level, so a lack of baseline data makes it difficult to measure impact, particularly on communities. This is an issue as although Irish Aid objectives are mostly focused on process, the assumption is that greater capacity in districts will lead to better services, but no evidence is being gathered on whether this is happening. Formal lesson learning systems have not been established to ensure lessons learned are fed into national dialogue, despite the fact that this is an objective. There are however examples of where programs piloted in the province have been scaled up at national level. These are child protection guidelines/approaches that have been piloted and



manuals and procedures from Irish Aid water and sanitation projects that have been used at national level for the RWSSP.

F12. Sustainability of the programme is also an issue given that capacity is weak in districts and retainment of good staff is difficult, which means that when staff leave the process has to begin again. The DAIP process is still parallel and as yet has not been integrated into GRZ planning processes or driven by GRZ, as it is the prospect of Irish Aid funding that drives the preparation of the DAIP. There has also been little dissemination of the districts experience to the rest of government or to other stakeholders such as the Decentralisation Secretariat or other CPs. There are also some other questions regarding sustainability of some pillar activities. The sustainability of financing of water and sanitation facilities is a concern as the local water company (Chambesi Water) is not on a sound financial footing as the water as it does not earn sufficient revenues to cover investment and maintenance costs. This means that the schemes financed by Irish Aid are being subsidised by other users who pay the full cost of their water.

### **Irish Aid Contribution to results**

F13. This section looks at the Irish Aid contribution to results in Northern Province through assessing support to districts, provincial level government, mainstreaming, CSOs and water and sanitation.

#### **Support to Districts**

F14. Evidence suggests that the reorientation of the pillar after the 2009 review of the Northern Province Programme is leading to improvements. The strong focus on capacity building to the four district councils has assisted in strengthening financial and planning systems, has led to better coordination and communication between the local authorities and councils and bottom-up planning through support to Area Development Committees and Regional Development Committees. This has been undertaken with assistance from the auditor and Programme Advisors from Irish Aid.

F15. Prior to Irish Aid support there was a parallel system of government between the districts and line ministries at district level. Now there is more cooperation between the two levels of government and the fact that the districts now have Irish Aid funds to finance activities within the DAIP has led to line ministries perceiving them more as equals. The Planning Sub-committee has also brought representatives from the line ministries and districts together to discuss and develop plans which has

increased communication, pooled expertise and reduced the amount of duplication of activities. This has been important for districts that lack qualified staff and can now draw on those from line ministries.

F16. The support has also begun to build a bottom-up planning process which is in line with GRZ decentralisation plans, whereas GRZ planning is still a top-down process. In order to facilitate the bottom-up planning process Irish Aid has worked with the ADCs and RDC to assist them in developing their priorities. This process is still not ideal as the ADCs are a grey area in terms of GRZ policy, they can be subject to political interference and not all members of the ADCs are active. However, despite this, the committees visited by team were all appreciative of Irish Aid support.

F17. Capacity building support to districts has been provided by Irish Aid in financial management and procurement, the latter has been very important as this now means that procurement can be undertaken at district level rather than at provincial level, which has speeded up the process considerably.

F18. However, the slow progress of the decentralisation process has constrained the effectiveness of this assistance, as although the four district councils are better prepared when decentralisation occurs, the lack of funding from GRZ restricts their ability to implement plans and retain skilled staff. Another criticism of the planning process through the DAIPs has been that it has encouraged a parallel planning system that is not linked to that of government. This is still the case and only a small amount of activities (less than 10%) are funded within the DAIPs and the plans tend to represent a shopping list rather than a prioritised exercise. There are also other sources of funding available to districts but these do not go through the DAIP, although there are some signs that this may change, as in Mpika in 2010 the constituency development funds were for the first time channelled through the DAIP.

#### **Support to Provincial Government**

F19. More recently Irish Aid has strengthened its support at provincial level. Prior to this there had been a lack of communication between district and provincial levels, which is a weakness given it is the provinces role to coordinate the provincial planning process. Assistance from Irish Aid has involved regular engagement with the Provincial Planning Unit through technical and backstopping meetings, assistance with appraisal of district plans, as well as support to develop standardised procedures and guidelines.

F20. This support should assist in strengthening the provincial planning process further, although there are issues regarding sustainability, as the Provincial Planning Unit consists of 3 staff, with the Head scheduled to go on extended leave.

F21. High level consultative meetings have also been recently introduced between the Irish Ambassador and the Provincial Permanent Secretary's Office to ensure communication between Irish Aid and provincial authorities, to share information and resolve issues. This should assist in strengthening management of the programme.

### **Mainstreaming of Cross-Cutting Issues**

F22. There has been gender mainstreaming training provided by Irish Aid and this was highlighted by interviewees as very useful. Despite this, the training does not seem to have been reflected in DAIPs themselves. Mainstreaming cross-cutting issues is stated as an objective, but the DAIPs list priority interventions with for example no disaggregation of beneficiaries by gender or indication of how mainstreaming will occur<sup>45</sup>. The focus on gender has also led to less attention being given to HIV/AIDS with this aspect left to partner CSOs.

### **Water and Sanitation**

F23. Water and Sanitation has been a key focus of the programme in Northern Province for many years. This was complemented by support given to water and sanitation activities at national level. Irish Aid have in addition been a very active CP in this sector and have made great efforts to work towards increasing sector harmonisation and alignment. It was noted by both GRZ and CPs that Irish Aid played a key role in establishing the Rural Water and Sanitation Programme (RWSSP) through support for the RWSSP unit in the Ministry of Local Housing and Government and encouraging other CPs to fund through the programme. Despite this success, supporting water at national level has been a frustrating process for Irish Aid and due to the lack of progress in establishing a basket fund at national level and other challenges, Irish Aid stopped funding this initiative and now only funds water initiatives through the DAIPs.

F24. The Peri-Urban Water Supply project in Northern Province has been managed by CARE, with the aim of building 8 water and sanitation facilities. This programme has experienced significant delays and has been extended several times, with the remaining three facilities expected

to be completed by mid-2011. The main reason for the delays was issues with procurement, sustainability and contractors. Also in 2008 it was decided that due to these problems, consultants would be recruited to assist with the design and implementation of the remaining projects, which again caused major delays in the process.

F25. It is reported that there have been reduced incidences of water borne disease as a result of these water facilities (e.g. the Chambesi Water Company noted that in Mpulungo there have been very few cases of cholera since an Irish Aid water facility was installed). The 2009 Irish Aid evaluation of the programme also reported community perceptions that health and hygiene had improved, however it should be noted there is no official data available to support these claims.

F26. Although the water facilities are appreciated by beneficiaries that the team met and those interviewed for the 2009 evaluation, there have been concerns regarding access for the poor and vulnerable and the sustainability of the facilities (Milimo et al 2009). It is reported that the cost of water from these facilities is too high for some people in the community which means they are not able to access the water and in some instances now have to travel further to find water as the nearest supply is used by the project facilities.

F27. Sustainability is also an issue as the model used relies on a high density of population, which is not the case in Northern Province. This results in the Water Company having to subsidise the facility to cover costs, which leaves little funds for further maintenance or investment and the water vendors claimed that they were not being paid regularly. It was also reported to the evaluation team that not all water facilities that have been completed are now being used. In Chilubi for example, the Chambesi Water Company stated that only 1 of 5 water kiosks were operational, as local people were choosing to draw water from the lake, rather than pay for water.

F28. The other major water initiative that Irish Aid has funded is the Water and Sanitation Programme which is a global initiative consisting of a multi-donor trust fund to support reforms in the water sector. This has not proved to be particularly successful, although Irish Aid is still funding this initiative until 2011. Problems emerged due to difficulties in the relationships between the partners involved as views differed on strategy and policy direction and the fact that there was not a strong government partner leading reform in the sector.

<sup>45</sup> See Mpika District 2011 Annual Investment Plan and Mbala District 2011 District Annual Investment Plan.

### Civil Society Organisations

F29. Support to Civil Society Organisations has mainly been through funding to support advocacy work and service delivery, as well as training in gender and entrepreneurship and capacity building support. The latter has been through Irish Aid advisors and audit staff assisting in strengthening planning and financial management systems. This has been appreciated by these organisations and was reported to have had a beneficial impact in terms of assisting them to attract additional funding and operate more strategically.

F30. An example of this is the Development Organisation for People's Empowerment (DOPE) who has benefitted from Irish Aid assistance to support the poor and vulnerable, but has managed to make the transition from dependency on Irish Aid funding to receiving funding from other Action Aid which has meant that it has been able to increase its budget and scope of activities. More details can be found in Box A2.

F31. The nature of Irish Aid support to CSOs has changed during the CSP. At the beginning of the CSP 35 CSOs were being given direct support by Irish Aid, whereas by 2010 there were only 5 and from 2011 no CSOs will be supported. The intention is for Irish Aid to phase out from CSO funding completely and to do this by using the DAIP process, so that CSOs access funding through this. However, it is not certain that this strategy will result in funding for these organisations as it's not clear why districts would choose to prioritise them for receiving funding above other activities. This is an issue as most of these organisations are dependent on Irish Aid for funding, so it is likely to have a significant impact on the scope of their activities which the poor and vulnerable are dependent on.

#### Box A2: Irish Aid Support to DOPE

The Development Organisation for People's Empowerment (DOPE) was formed in 1995 in Mpika District, Northern Province. Irish Aid supported the organisation in its early years only ceasing funding in 2009 after significant capacity building in the areas of governance and financial management. As a result of this assistance DOPE successfully applied for Action Aid funding which more than filled the gap left by Irish Aid DOPE's focuses activities around issues of women's empowerment, HIV/AIDS and literacy.

Part of DOPE's budget goes toward Women's groups set up throughout the district. These groups are provided with seed loans so that they are able to grow crops to feed themselves and their families. Once one group has paid back their loan the money gets lent to another one, resulting in a virtuous cycle of lending which has been very successful.

The evaluation team met some members of one of the Women's groups during its visit to DOPE and learned about the impact that organisation has had on their lives. These women told the team that they are now able to sustain themselves and their families as they can provide 3 meals a day, not just one, and they are now able to send their children to school. By selling the excess produce they grow the women receive a much valued extra income. With the money this Council made from selling their produce the ladies bought a piece of land which they plan to develop in the near future. At the moment they are further adding to their savings by renting a poultry house which produces 270 eggs a day. Their decision to go into egg production was facilitated by DOPE as they were given training in entrepreneurial skills such that they were the ones to identify the market opportunity for eggs.

## Conclusions and Recommendations

F32. It is clear that Irish Aid is appreciated as an important and consistent partner in Northern Province due to the support that it has provided over a long period of time in Northern Province. It is also equally clear that despite uneven progress during the CSP period, but it does have the potential to play a key role in the future within the Irish Aid programme.

F33. Despite the problems that have been experienced in the past, it appears that as a result of the restructuring process, the team in Kasama is working well and the work that is being undertaken with the four district councils is yielding positive results. This will put the districts in a good position once the decentralisation process moves forward and provide a basis for disseminating lessons learned to influence broader policy.

F34. The area that has not worked well is lesson learning, despite being a pillar objective. There is a need to be strategic about this process and consider which lessons need highlighting and how they can best be disseminated. It may for example be more sustainable if lessons are brought to the attention of both national and local government by district and provincial officials through information sharing and forums for sharing experience, rather than solely depending on Irish Aid to undertake this through CP forums.

F35. There could also be better links between the MDWLL pillar and other parts of the programme, as it provides a unique opportunity to monitor how national level initiatives are operating at ground level. Education is an example of this where Northern Province could be used to monitor the results of interventions by Irish Aid and other CPs at central level. This does not necessarily mean additional funding to education in Northern Province, but can mean establishing links with educational establishments in the province and given that Irish Aid has funded a lot of these facilities in the past, making greater use of these links would be useful.

F36. Finally, there is a need to establish proper monitoring systems for the program. Currently it is difficult to measure the impact of activities and it is not known for example, whether funding of activities through the DAIP and strengthening of the capacity of district councils is having a positive impact at community level. These systems need to be established in order to be sure that the programme is meeting its objectives.

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# Annex H: Abbreviated Evaluation Terms of Reference

## 1. Background

H1. Ireland has a long history of solidarity with Zambia, which began with the Irish missionaries over 100 years ago. Building on this tradition, the official Irish Aid programme has been operational in Zambia since 1980. Since its inception, the focus of Irish Aid's programme has been on poverty reduction through addressing the basic needs of the poor. A particular feature of Irish Aid's support has been its engagement in Zambia's Northern Province, initially through direct implementation and later through support to local government systems and plans.

H2. Through the Country Strategy Paper (CSP) 2003-2007 and the current Country Strategy Paper 2007-2010 Ireland sought to learn from its long experience in Zambia as well as respond to a deeper analysis of the Zambian political and development context and the emerging international consensus on aid effectiveness. Participating in a new Division of Labour among donors, the programme withdrew from the Health Sector and took up a leading role in the Education sector. Irish Aid continues to have a presence in Northern Province. A total of €69.7 m has been expended through the CSP during 2007-2009 and a further €21.45m is budgeted for 2010. Some 60% of the Irish Aid budget is currently allocated to the Education sector through a basket fund arrangement. From 2008, as a consequence of general ODA cutbacks in Irish Aid due to a deterioration in the Irish National finances, the original annual budgets for the Zambia Irish Aid programme have seen significant reductions.

H3. The stated Goal of the CSP 2007-2010<sup>46</sup> is given as: **“To contribute to the reduction of chronic poverty and inequality in Zambia in partnership with Government and other donors”**.

<sup>46</sup> The Irish Aid Zambia CSP 2007-2010 is available at [www.irishaid.ie](http://www.irishaid.ie)

H4. The Programme was organised into four thematic **Pillars**, each with a strategic objective. During implementation of the CSP, the Zambia Mission retrospectively developed a comprehensive Logic Model and Results Framework for the programme. This led to a revision in the Pillar strategic objectives. As a result of a **Mid Term Review** process in September 2009 the Strategic Objectives of the *Recognising and Reaching the*

*Poorest and Making Development Work at the local level* Pillars were further amended. The original and revised CSP objectives for each Pillar are presented below.

H5. As well as Pillars and Objectives, the CSP further identified a number of practical strategies to underpin a programmatic approach and strengthen the achievement of results.

#### Zambia CSP 2007-2010 Pillars and Objectives

Pillar	Original CSP Objectives	Revised CSP Objectives
<b>Achieving a More Effective Approach to Education</b>	To contribute to improved delivery and quality of education and to be effective in the lead role	More aligned and coordinated education sector better capacitated to address access and exclusion (including gender inequality)
<b>Building Good Governance</b>	To enhance state accountability and citizen participation in national development processes	Strengthened capacity of selected governance institutions for accountability and oversight of development resources
<b>Recognising and Reaching the Poorest</b>	To better identify, reach and support communities most in need	Selected government institutions better capacitated to respond to chronic poverty & vulnerability Strengthened Civil Society capacity to influence policy and respond to the needs of women, children and other vulnerable groups Attention to gender equality and HIV/AIDS prioritised and advanced across all Irish Aid Programme Pillars
<b>Making Development Work at Local Level</b>	To ensure national level policy is informed by local priorities	Strengthened Governance structures at provincial, district and sub-district levels (to plan for and improve services that include poor women and men Evidence from tracking and monitoring national level programmes at district and sub-district levels used by Irish Aid in dialogue with partners

CSP Strategies				
Strengthen systems for coherence in programme management to realise potential synergies between the CSP Pillars <b>(Ways of Working Strategy)</b>	Encourage the practical application of the concepts of ownership, alignment, harmonisation, managing for results and mutual accountability <b>(Managing for Development Results Strategy)</b>	Highlight the linkages between the cross-cutting issues and Irish Aid interventions, with particular focus on addressing HIV/AIDS, gender inequality and governance challenges <b>Mainstreaming Strategy)</b>	Advocate and support strategies for participation of the poor as both agents and beneficiaries in development and growth (key underpinning of <b>Civil Society Strategy)</b>	Advocate for local level priorities to be addressed and lessons to be captured and disseminated at management and policy levels <b>(Lesson Learning Strategy)</b>

H6. Following a recommendation of the Mid Term Review, Irish Aid senior management agreed that the current CSP could be extended up to December 2012<sup>47</sup>. Planning for a new CSP, to commence at the latest by January 2013, would be undertaken during the extension/transition period. This evaluation would be part of the early stages of the planning process.

## 2. Purpose

H7. The **purpose of the evaluation** is to provide Irish Aid management with an independent, evidenced-based objective assessment of the Irish Aid Zambia Country Strategy 2007-2010. The assessment will provide **accountability** to the Governments and peoples of Ireland and Zambia for the funds expended during the period and will help inform future strategic decision making for Irish Aid programming in Zambia.

## 3. Principles

H8. The evaluation will be guided by the OECD-DAC Principles for Evaluation<sup>48</sup>. A number of additional Principles will also guide the conduct of the evaluation;

- > *Learning:*  
While primarily a retrospective accountability exercise, the evaluation will also seek to learn lessons to inform the development of future Irish Aid strategies in Zambia and in other Irish Aid Programme countries.
- > *Optimising Utility:*  
The evaluation should be timely in its execution with regard to the development of the Irish Aid Zambia Country Strategy Paper post 2013 and provide clear and concise end products which give meaningful, substantive and actionable recommendations.

- > *Government of Republic of Zambia and National Processes:*  
The Government of the Republic of Zambia will be invited to engage with the evaluation process. The evaluation will be sensitive to the national context and any national planning or other events and processes ongoing during implementation (e.g. the development of the Sixth National Development Plan).
- > *Minimising duplication:*  
The evaluation will maximise the use of existing secondary documents and data.
- > *Minimisation of transaction costs:* the evaluation will be sensitive to the transaction costs of Embassy Lusaka, other Co-operating Partner missions and GRZ.

## 4. Scope of the Evaluation

H9. The evaluation will assess the **development strategy, results, processes and management areas** of the Irish Aid programme in Zambia. The evaluation will also use the OECD-DAC evaluation criteria of *Relevance, Effectiveness, Efficiency, Sustainability and Impact*<sup>49</sup>.

H10. In view of the significant expenditures of Irish Aid, the evaluation will include an in-depth assessment<sup>50</sup> of Irish Aid's contribution to the **Education sector**. Potential service providers must therefore be able to demonstrate Education sector experience.

H11. In line with international best practice for *Management for Development Results*, Irish Aid Zambia has developed a logic model and Results Framework for the programme. These will be used in the evaluation as a reference in helping assess performance.

47 This was to link better into political and development changes in Zambia including development of the Sixth National Development Plan, development of a new JASZ, the 2011 elections and accommodate staff turnover within Irish Aid.

48 Partnership, Impartiality, Transparency, Credibility, Independence.

49 While it is recognised that the evaluation may not be able to measure longer term and higher level effects resulting from Irish Aid interventions, it is expected that where evidence of such impact is available (positive or negative) this will be documented.

50 This in-depth assessment will mean the allocation of a proportionate level of consultancy effort to the application of the Core Evaluation questions regarding Irish Aid's engagement with the Education Sector.

### Core Evaluation Questions

H12. A set of Core Evaluation questions is given below.

Development area	Core Evaluation Question	Dac Criteria
<b>Development Strategy</b>	1) To what extent did the Irish Aid CSP make appropriate poverty and inequality reduction focused choices based upon in-depth analyses?	<i>Relevance</i>
	2) To what extent was the strategy in alignment with Zambian Government strategies and priorities and Irish Aid corporate priorities?	<i>Relevance</i>
	3) To what extent was the programme design coherent (the balance, interlinks and complementarity between Pillars), logical (cause and effect relationships) and innovative (use of new approaches)?	<i>Effectiveness</i>
<b>Development Results</b>	4) To what extent did the Irish Aid programme contribute to its stated objectives?	<i>Effectiveness</i>
	5) To what extent did the Irish Aid programme contribute to the intended outcomes (immediate and intermediate levels)?	<i>Effectiveness</i>
	6) To what extent are the results achieved to date and future results likely to endure in the longer term?	<i>Sustainability</i>
<b>Development Processes</b>	7) How well did Irish Aid contribute to Aid Effectiveness/Paris-Accra principles?	<i>Effectiveness</i>
	8) To what extent was the Irish Aid Programme designed and implemented in collaboration with national and local authorities, civil society organisations and other development actors?	<i>Effectiveness</i>
<b>Development Management</b>	9) How efficiently and effectively did the Irish Aid team in Zambia apply its human, financial and other resources in furthering development results?	<i>Efficiency and Effectiveness</i>
	10) How effectively did the Irish Aid Zambia Mission and Irish Aid HQ work together?	<i>Effectiveness</i>

H13. The Core Evaluation questions will be further refined after consultations with key stakeholders and inception work from the appointed consultant.



## 5. Methodology

H14. It is envisaged that the evaluation will consist of three broad phases;

### Phase I

H15. The first phase will consist of an extensive documentation review of reports, reviews, evaluations and other documents related to the Zambia CSP. This phase will also involve interviews with key informants from Irish Aid and other stakeholders (remotely for Zambia based stakeholders). This Phase may also involve the use of a web based survey if appropriate. Following this review of documentation and interviews/survey with key informants an Interim report will be prepared which will present preliminary findings based on the evidence and help inform the second phase.

### Phase II

H16. The second phase will involve a field visit to Zambia where relevant evaluative work will be carried out. It is envisaged that the in-country field visit will consist of 15 days work. The visit will validate, or otherwise, the evidence arising from the first phase and may identify new evidence or issues. It is envisaged that this phase will include a visit to the Northern Province of Zambia. It is intended that an in-field de-briefing prior to departure will be held with key stakeholders outlining key findings.

### Phase III

H17. The final phase will consist of an in-Ireland/or video based debrief from the field visit, any follow up work with Irish Aid, writing of the report and an in-Ireland final presentation/debrief of the evaluation report.

## Evaluation Team

### 6. Outputs

H18. The expected outputs of the assignment are as follows:

1. At the end of Phase I, an **Interim Report** (not more than 20 pages) will be submitted setting out inception work, preliminary findings and summarising key issues to be addressed during the second phase of the evaluation, and setting out a refined work plan for the remainder of the assignment.

2. A **final report** (of 40-50 pages, excluding appendices) that will include findings, analyses, key lessons and recommendations for Irish Aid both in Zambia and at Headquarters. The report should be structured around the four **Development Areas** for the **Core Evaluation Questions**. The in-depth assessment of Irish Aid's contribution to the Education sector should be clearly presented through a specific chapter or section.
3. Debriefing/stakeholder sessions and notes as indicated above.
4. Throughout the process short reports tracking progress of the evaluation process will be required.
5. At the completion of the consultancy a short 3 to 4 page informative report in plain English will also be required for dissemination to the Minister of State, Irish Aid Senior Management, the Audit Committee and the Oireachtas<sup>51</sup>.

H19. Reports should demonstrate familiarity with the revised OECD-DAC *Evaluation Quality Standards* and be written to a high standard, ready for publication.

## 7. Timeframe

H20. The evaluation will commence by November 2010 with the field visit anticipated for the first quarter of 2011 and the assignment to be completed by end of April 2011. The service provider must be able to confirm that they can meet this timeframe. A maximum of 95 consultancy days will be available for this assignment.

## 8. Management Arrangements

H21. The evaluation will be managed by an officer of the Evaluation and Audit Unit of Irish Aid. A Reference Group<sup>52</sup> (to be made up of Irish Aid staff from Evaluation & Audit, Zambia Mission, Programme Countries desk, Policy Planning & Effectiveness sections), will support the overall exercise. Other key stakeholder points of contact will be clearly identified. Irish Aid Zambia will assist with all arrangements and logistics for the field visit. Irish Aid Limerick and Zambia will provide all necessary briefing material related to Irish Aid programmes and policies. The Evaluation and Audit Unit will also draw up and manage a **Communications Strategy** for the evaluation process and end products in close collaboration with the Public Information and Development Education section of Irish Aid.

<sup>51</sup> The Oireachtas is the Irish Houses of Parliament.

<sup>52</sup> A TOR defining the purpose of the group and roles of members will be drawn up.

## Annex I: Management Response to the Recommendations of the Evaluation of the Irish aid Zambia Country Strategy Paper 2007-2010

Recommendation	Management Response/Actions
<b>Programme design and focus</b>	
<p>8.25 Given the change in international context and domestic environment there is a need to consider where Irish Aid can most effectively add value in a context where there are likely to be fewer donors, fewer opportunities to advance an aid effectiveness agenda, a more difficult environment for the media and CSOs and where dialogue with government at central level is likely to remain difficult. This implies Irish Aid identifying where it can have most leverage as a small donor and where its particular niche might be.</p>	<ul style="list-style-type: none"> <li>&gt; These are central considerations in informing the development of our new CSP in Zambia. We have developed a range of Country Analytical Papers to inform our decision making taking into account the changing environment both domestically in Zambia and internationally.</li> <li>&gt; Given the decreasing leverage of donors at national level we will be increasingly focused on what we want to achieve. Strengthening strategic partnerships with a small number of mainly existing civil society organisations will be one approach to enhancing policy influence and change as will collective action with the donors that continue to support Zambia.</li> </ul>
<p>8.26 There will also be value in consistency and in focusing on activities that have worked well in the 2007-2010 CSP and where results are emerging. Continuity in terms of at least some sectors/activities included is likely to enhance the effectiveness of future programmes, although ways of working may need to change. However, consideration could also be given to reducing the number of areas that Irish Aid in Zambia engages in if resources remain constrained, in order to ensure all programmes are undertaken effectively. Programmes with a strong poverty focus and where further gains from work already undertaken are likely to occur should be prioritised. This implies giving priority to Irish Aid's work in education where there is the potential for considerable gains based on work already undertaken, as well as in governance where support to Civil Society Organisations and in providing capacity building support to partners has been important. Correspondingly programmes where the outcomes are more risky, such as work in Northern Province where achievements are dependent on the GRZ rolling out the decentralisation programme may need to be reassessed if it looks unlikely that results will be achievable.</p>	<ul style="list-style-type: none"> <li>&gt; We agree with the value in consistency especially where results are emerging and established strategic partnerships have been built. We also agree that we need to strengthen the cross-sectoral programme synergies and are looking at how best to design the new programme to do this.</li> <li>&gt; We are being careful with respect to new initiatives but are keen to strengthen our focus on addressing malnutrition and food security given Irish Aid's priority focus in this area, the fact that 45% of under-fives are chronically malnourished in Zambia as well as the opportunities provided with Zambia qualifying as a pilot country for the Scaling Up Nutrition (SUN) Initiative. Our approach is to be more explicit on what we are already doing on nutrition and food security and building on this. This focus however will require some additional engagement with national coordination structures and a different approach to our engagement in Northern Province. We are in the process of re-evaluating our intervention model in Northern Province. Given the extent of rural poverty our engagement in Northern Province, although challenging, is central to our overall programme in Zambia.</li> <li>&gt; We are in the process of developing criteria for selecting those areas that Irish Aid will support in the next CSP. Central to these will be the reduction of poverty and vulnerability and where gains are already being made. Reducing the number of areas is warranted and will need to be carefully managed as we develop the next CSP.</li> </ul>

Recommendation	Management Response/Actions
<p>8.27 Achieving aid effectiveness goals are likely to become more difficult in the next CSP period. Cooperating Partners that have been important in pushing forward this agenda are exiting Zambia and those that remain may well become less interested in joint working as pressure from domestic constituencies lead them to focus more on results rather than harmonisation and alignment. Traditional Cooperating Partners are also likely to have less leverage within GRZ, due to the increase in non-traditional donors with fewer opportunities for engaging in dialogue with GRZ. This does not mean that Irish Aid should not look for opportunities to work with other CPs, align with GRZ systems and engage in policy dialogue, but making this a main aspect of the new CSP may not be realistic. This is particularly the case for leadership roles, as Irish Aid's work in co-leading in the education sector has demonstrated that there are significant transaction costs in taking lead roles.</p>	<ul style="list-style-type: none"> <li>&gt; Delivering on the Paris and Accra principles of aid effectiveness are an important aspect of Irish Aid's bilateral programme in Zambia and should continue to be. A more focused aid effectiveness agenda is articulated in the second Joint Assistance Strategy and Memorandum of Understanding (MoU) (to be signed with Government) to which Irish Aid has contributed and will be a signatory. While acknowledging the importance of process the emphasis has shifted to development outcomes. In addition there is an acknowledgment and an effort to bring on board the emerging donors, in particular China and Brazil some small progress is already being made.</li> <li>&gt; Irish Aid Zambia has been commended for its alignment with government policies and working jointly with other donors in support of Government and civil society initiatives. Where possible this will remain a core part of the programme coupled with a more targeted policy agenda.</li> <li>&gt; As part of the development of the new CSP Irish Aid will review the roles it plays in the aid architecture and prioritise those areas where we have a comparative advantage, capacity and where progress is possible.</li> </ul>
<p>8.28 The pillars of the programme should be revisited and revised for the next CSP and a more coherent pillar structure should be developed that it is appropriate for the new environment in Zambia. Consideration could be given to having RRP as the basis that underpins the programme rather than as a separate pillar, with thought given as to how to create stronger synergies between the education and MDWLL pillars and the rest of the programme, if it is decided that they should remain as pillars. More emphasis on the five strategies will be key to this process, which should be continued, but implemented more effectively.</p>	<ul style="list-style-type: none"> <li>&gt; We accept that a more coherent pillar structure is required in order to capitalise on the cross-sectoral/thematic linkages. The pillar structure will be reviewed during the design stage of the new CSP. Central to all our work will be a continued focus on targeting Irish Aid resources to identify, reach and strengthen individuals and communities most in need (the basis of the RRP pillar). We will strengthen our focus on addressing the pervasiveness of rural poverty where our work in Northern Province will be critical.</li> <li>&gt; There have been varied results in the five implementation strategies which we will review and change where necessary as part of the new CSP design process. We will build on those where good progress is being made – mainstreaming, harmonisation and alignment; civil society and strengthen those where less progress was made particularly the lesson learning strategy.</li> </ul>

Recommendation	Management Response/Actions
<p>8.29 Lesson learning should be given a higher profile in the CSP. There should be discussion of the lessons that need to be highlighted in order to disseminate lessons that would be useful to other Cooperating Partners and GRZ and the most appropriate forums for undertaking this. In the MDWLL pillar it is likely to be more sustainable if lessons are brought to the attention of both national and local government by district and provincial officials through information sharing and forums for sharing experience, rather than solely depending on Irish Aid to undertake this through Cooperating Partner forums.</p>	<ul style="list-style-type: none"> <li>&gt; This is an excellent recommendation and one that Irish Aid in Zambia need to devote more time to. It is acknowledged that due to a lack of a systematic approach to lesson learning and capacity constraints that a large number of the lessons and good practice were not adequately captured, disseminated nor informed policy and programme development.</li> <li>&gt; Lesson learning is a key strategy and will remain so for the next CSP. We will need additional support for the development of a systematic approach to lessons learning for the next CSP that agrees what lessons to be targeted, the approaches required to capture the evidence and to feed this into the appropriate fora at local and national levels. We agree that the approach should not be solely driven by Irish Aid but should involve our local partners (Government, civil society and other donors).</li> </ul>
<b>Programme Content – Achieving a more Effective Approach to Education</b>	
<p>8.30 The interim CSP period should be used to comprehensively review options for the period from 2013 onwards. In the opinion of the evaluation team, the decision to reduce Irish Aid funding to the sector should have been made in a more considered manner, taking into account the progress that has been made over the past years, the critical role that Irish Aid has played in the sector, the changing composition of the donor group, and the reducing volume of aid. Continued substantial support to the sector – at levels equivalent to those in the previous CSP – together with a stronger focus on policy issues, will be critical in the coming years and will allow the sector to consolidate and build on the gains that have been made, in particular in the area of gender equality, and to address the quality challenge.</p>	<ul style="list-style-type: none"> <li>&gt; We agree that support to the education sector should continue in the next CSP period. The challenge will be to ensure a balance in the aid modalities that Irish Aid uses in its overall programme and the need to ensure a more equitable spread of resources across other programme priorities.</li> <li>&gt; We agree with the need for a stronger focus on policy issues in the sector and the need to improve the quality of education is emerging as a critical priority.</li> </ul>
<p>8.31 While the strategies that Irish Aid has focused on overall will likely continue to be relevant in the coming CSP, it will be necessary to review how aid effectiveness may be pursued in the next CSP period. The Irish Aid co-lead role in the sector will continue to be necessary in particular given the exit of other donors, however the experience from this CSP suggests that a shifting of emphasis with more time dedicated to technical inputs under the next CSP would be desirable. This will be particularly important given the need to advance the quality agenda (see below). The use of staff time – in coordination with the other co-lead – and the establishment of additional sources of technical input will need to be reviewed in this context.</p>	<ul style="list-style-type: none"> <li>&gt; As part of the new CSP development Irish Aid will review its priorities on aid effectiveness in Zambia aligned with the division of labour and Joint Assistance Strategy agreed between donors and Government.</li> <li>&gt; We have committed to continuing in a co-lead role in the sector while reviewing the potential of a troika in the restructuring of the aid architecture.</li> <li>&gt; We agree that policy engagement needs to focus more on substantial technical issues. The restructuring of the ways in which donors engage with the sector is aimed to assist a more focused policy engagement with the Ministry of Education.</li> </ul>

Recommendation	Management Response/Actions
<p>8.33 Improving educational quality is the key challenge for the Zambia education system in the coming decade and should be at the centre of the CSP agenda. Irish Aid should use its co-lead role to advance the quality agenda and should play a lead coordinating and technical role in this area. This will imply a re-thinking of priority setting for the sector, and careful planning of the financial implications. Irish Aid should use its co-lead role and its technical expertise to support the MoE to develop and implement the quality agenda in a manner which is based on evidence and reflects considered choices between alternative avenues and the available resources.</p>	<p>&gt; We fully agree that improving the quality of education should be a priority focus for the Irish Aid Zambia engagement in the education sector. The issue of quality education is complex and will require a coordinated approach between donors, civil society and Government to define an agreed approach and interventions to improve quality. As co-lead donor Irish Aid will be instrumental in advancing this agenda but will require additional technical expertise in defining a clear and focused approach to improving the quality of education.</p>
<p>8.34 Irish Aid has made an important contribution in education in the areas of gender inequality and vulnerability as well as in strengthening civil society capacity to influence policy. Both should continue to be a prominent part of the education programme in the next CSP, and should focus on scaling up and strengthening successful strategies, which enhance the quality of education and ensure that the priority challenges in both areas are addressed.</p>	<p>&gt; We agree with this recommendation and the observation is in line with current thinking on education and areas of support being considered for the next CSP. We are of the view that Civil Society is best placed to respond to equity issues. We must also though take into consideration the challenges faced by civil society in engaging in the advocacy and policy process. The strengths of our various CSO partners will be assessed during the design phase of the next CSP.</p>
<p>8.35 In the changing environment, the MDWLL Pillar is likely to continue to be a prominent part of Irish Aid support. The next CSP should include explicit strategies around strengthening the linkage between education, the work around MDWLL and the focus on governance.</p>	<p>&gt; We acknowledge that there was a missed opportunity during the last CSP to capitalise on our engagement in Northern Province from an education perspective. We are in the process of looking at different intervention models for our engagement in Northern Province which would include some focus on education. From an education perspective some options being considered include testing quality interventions, approaches to child protection, decentralisation, and budget-tracking. This also ties in well with recommendation 8.35 below.</p>
<p>8.36 Finally, given the importance of system strengthening to the achievement of the sector objectives, and the limited progress in this area, Irish Aid should work with partners in the education sector on identifying an agenda of priorities for institutional/ system strengthening, which is linked to the available resources for the sector and which has the buy in from the Ministry of Education. This agenda would then guide Irish Aid and other partners in their decisions on technical and financial input to this area. Greater attention to decentralised levels such as: school management, district management, and the inspectorate should be part of the approach.</p>	<p>&gt; The donors to the education sector have been working closely with the Ministry of Education in identifying and addressing systemic weaknesses in financial management. It has been agreed with the Ministry of Education that this work should be put on a more strategic level with support being pro-active and targeted at building capacity and systems strengthening</p> <p>&gt; With reduced donor numbers in the sector we will need to be more focused in our response to the many sector issues, while ensuring that results can be achieved. This will be factored in the priorities of the next CSP.</p>

Recommendation	Management Response/Actions
<b>Recognising and Reaching the Poorest</b>	
<p>8.37 There was less of a focus on HIV/AIDS in the current CSP as gender received more attention. In the next CSP it is recommended that there is increased emphasis on HIV/AIDS as this remains a key issue that needs to be tackled in order to reduce poverty. There could also be a stronger link with other programme activities such as education, where there is considerable potential to have an impact and more mainstreaming throughout the programme.</p>	<ul style="list-style-type: none"> <li>&gt; We agree with the need to strengthen the focus on HIV and AIDS in the next CSP. Lessons will be drawn from the experiences of mainstreaming gender equality and women's empowerment in the last CSP to strengthen the HIV and AIDS focus. Some of the interventions will be to strengthen the cross-sectoral programme linkages and including HIV and AIDS output areas under each of the areas of engagement.</li> <li>&gt; Staff will also continue to receive training and support to ensure a strong response to HIV and AIDS in each of their respective areas. Implementation of the HIV and AIDS workplace policy will also be strengthened.</li> </ul>



Recommendation	Management Response/Actions
<b>Recognising and Reaching the Poorest</b>	
<p>8.38 The Northern Province component of the MDWLL pillar should be maintained and better resourced and integrated into the overall programme in order to improve its effectiveness. It has the potential to make a significant contribution to the next CSP using this programme to support work to reduce rural poverty and to link better with the rest of the programme to test realities on the ground. It should also be noted that given that it is difficult to engage with the GRZ at central level, the good working relationships at district and provincial level could be used to work more closely and effectively at this level. An example of this would be to link the MDWLL and education pillars more closely by testing the impact of national level support at local level.</p>	<ul style="list-style-type: none"> <li>&gt; We agree with the recommendation. Initial work on establishing the existing poverty situation and the factors driving vulnerability in the four districts has commenced. The results of this study will assist in targeting resources to reach the most vulnerable. At the same time, we have also started discussions on identifying the best approach to use in Northern Province. Concern Universal from Malawi will be sharing their experiences of managing a local development programme in Malawi in the coming weeks.</li> <li>&gt; The Country Analytical Papers that have been developed emphasise strongly the link between the Northern Province work and the other pillars. As we develop the rest of the CSP, this will be one of the main areas of focus and emphasis.</li> <li>&gt; In the last CSP, lesson learning was a key objective of the MDWLL pillar. We acknowledge the need to integrate lesson learning throughout the programme. It is intended to develop a lesson learning strategy and framework as part of the next CSP.</li> </ul>
<b>Building Good Governance</b>	
<p>8.39 Good Governance has worked well as a pillar and is making progress towards achieving objectives and has been mainstreamed effectively into other parts of the programme. Given that governance is likely to remain an important issue in the future it is recommended that work continues in this pillar and efforts are made to create more synergies between activities to support achievement of objectives. However, given the more restrictive environment for CSOs and the media, thought should also be given to how the Irish Aid programme can best support these organisations if the context becomes more difficult.</p>	<ul style="list-style-type: none"> <li>&gt; We agree with this recommendation and will continue to explore ways of enhancing both the supply and demand side for domestic accountability across the programme in the new CSP.</li> <li>&gt; Irish Aid will continue to monitor the external CSO and media environment. In the event of a more restrictive environment, Irish Aid working jointly with other cooperating partners, will continue to dialogue and lobby the government to ensure freedoms of expression are respected.</li> </ul>
<p>8.40 In terms of support to CSOs this has been effective and it is recommended that Irish Aid continue their support to CSOs following the same strategy in order to consolidate the work already undertaken and ensure that emerging results continue.</p>	<ul style="list-style-type: none"> <li>&gt; As part of the CSP development process Irish Aid has developed a country analytical paper based on support to civil society. This paper reinforces the recommendation outlining the need to focus on both capacity development and results focus of CSO partners in the next CSP.</li> </ul>

Recommendation	Management Response/Actions
<b>Programme Management</b>	
<p>8.41 The level of staffing should be adequate to ensure CSP objectives can be achieved. A careful analysis should be undertaken of resources and staff time available and the activities that need to be undertaken. This implies a reduction in the number of programmes included in the CSP if resources are not likely to be adequate. If a decision is made to phase out from any programmes, a strategy should be put in place to undertake this and is also needed to deal with those activities that were supposed to be exited from during the 2007-2010 CSP but are still ongoing with money unspent.</p>	<ul style="list-style-type: none"> <li>&gt; This is an important recommendation and one of the lessons learned from the previous CSP. We are conscious that the ambition of the CSP needs to be matched with the human resources available to manage and monitor implementation. The Irish Aid Zambia Office has already strengthened its management and financial systems capacity and is looking at different intervention models for its work in Northern Province to address both management challenges as well as impact.</li> <li>&gt; We will undertake a careful analysis of capacity as part of the design phase of the new CSP and make every effort to ensure a good balance between capacity and ambition.</li> <li>&gt; We agree also with the need to have exit strategies in place from those areas or interventions being phased out. In early 2011 a detailed exit strategy was agreed for those programmes that Irish Aid exited from in the previous CSP. The strategy includes a comprehensive overview of remaining funding, extent of implementation, bottlenecks to implementation and approaches to address key obstacles. Together with quarterly reviews this approach has made managing the phasing out of support more systematic and focused.</li> </ul>
<p>8.42 A logic model should be developed and a results framework completed before the CSP begins, with any revisions only occurring at the mid-term review. For this framework to be useful it also needs to be systematically monitored to assess progress towards achieving outcomes and needs to adhere to the SMART criteria in order for them to be more easily monitorable.</p>	<ul style="list-style-type: none"> <li>&gt; This recommendation has already been met with the new Irish Aid Guidelines for the development of Country Strategy Papers. The development of a logic model and results framework is an integral part of the CSP and will be central to the CSP document as well as being used as a management tool for monitoring progress on an on-going basis.</li> </ul>
<p>8.43 The MfDR process could also be strengthened by revisiting the pillar objectives and the outcomes monitored. For example, in MDWLL 'evidence from tracking and monitoring national level programmes at district and sub-district levels used by Irish Aid in dialogue with partners' is an objective. This is out of place as it is at the input/output level of the results chain, rather than the output/outcome level where the other objectives have been placed. Objectives for MDWLL and education are also focused on processes rather than results and it is worth giving consideration to reworking these to emphasise results or at least to ensure there is a balance between objectives/activities related to process and those focused on outcomes/results.</p>	<ul style="list-style-type: none"> <li>&gt; This is a useful recommendation as we begin to develop our new CSP in Zambia. We agree with the need to be results focused ensuring that the results chain is clear. It is however important to be able to demonstrate process level results as a lot of our work is focused on improving and strengthening processes. Getting the balance between process level results and those focused on outcomes/results will be the challenge in the development of the results framework in the next CSP.</li> <li>&gt; As part of the CSP development process we have included a refresher workshop on MfDR for all programme staff.</li> </ul>



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