



CIVIL SOCIETY FOR POVERTY REDUCTION

CONSOLIDATED CIVIL SOCIETY RESPONSE AND INPUT TO THE GRZ DRAFT FIFTH NATIONAL DEVELOPMENT PLAN

July 2006

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INTRODUCTION AND BACKGROUND

This consolidated document is a result of the civil society INDABA on the NDP workshop held on the 13th July 2006 at Mulungushi International Conference Centre. It contains views and reactions to the draft 5th NDP document presented by the civil society participants at this meeting.

The *Indaba* was part of a process of consultations facilitated by the Civil Society for Poverty Reduction (CSPR) network involving thematic groups holding meetings to prepare these reactions to the draft government document. It builds upon the earlier process which led to the production of the official civil society input to the formulation process entitled '*A fifth National Development Plan for Zambia – Civil Society Perspective*'. This document contains detailed submissions to the NDP process from the different civil society groups working in various sectors.

Another level of engagement in the FNDP process by CSPR member organisations was participation in the Sector Advisory Groups (SAGs) where we once again we will continue to encourage our members to continue engaging.

At the provincial level, our provincial tea in Eastern, Luapula, North-Western, Western and Southern provinces have been very active in mobilising local community views that formed very significant and valuable input into our final submission to the FNDP process. It is gratifying that some of the concerns from our provincial teams are reflected in the draft FNDP. These views are attached as appendix to this document.

Civil Society further plans to contribute to the successful implementation and monitoring of the NDP through participation in the Sector Advisory groups and the local level structures like the PDCCs and DDCCs.

On behalf of the civil society organisation who have been and continue to be part of this process CSPR would like to thank the government and the Ministry of Finance and National Planning (MOFNP) for affording civil society and opportunity to contribute at the different stages of the NDP formulation process.

In this document, the CSPR presents summaries of its reactions to the draft FNDP. It is our hope that these reactions will form valuable input to the final NDP document

Section 1

1. MACROECONOMIC, SOCIAL AND STRUCTURAL POLICIES

Pro-poor priority focus

- 1 Generally the FNDP is pro-poor as it will for example take into consideration the plight of the pensioners, empower citizens, create jobs, and promote pro-poor growth
- 2 On page 40, the main growth objective in the FNDP are in two fold: (a) increase the overall growth rate to an average 7 percent; and (b) ensure that growth benefits the poor from these, poverty reduction is predicted to follow and help Zambia reach the Millennium Development Goals (MDGs) by 2015. Is this possible?
- 3 It should be appreciated that economic growth is a necessary condition for poverty reduction (at least minimum of 8% if we are to go any where in close to meeting the MDGs targets). In as much as the FNDP tries to be realistic, this poses a lot of questions on why it is aiming for low target of 7%. We should be aiming for higher targets.

Development Goals/objectives

- 1 On page 49, on the broad macroeconomic objectives – inflation should be included as a stand alone objective as it is an important component in challenging and checking our progress rather than incorporating it in objective
- 2 In line with the strategic focus of the FNDP “Broad based wealth and job creation through Citizenry Participation and Technological Advancement” we believe that government should commit itself and put ‘ employment creation ’ as one of the strategic objective of the FNDP rather than just putting it the text.
- 3 The existence of the informal economy, with its historical roots, lack of proper coordination, biggest sector in the economy, irregularity, and dependency, suggests that without due emphasis on pro-actively integrating the activities and realities of the poor, macroeconomic policies in support of formal markets will fail to reduce poverty.
- 4 The discussion on macroeconomics is too broad, the key indicators and assumptions should be put “up front”. This might cause difficulties in implementing and monitoring the FNDP.
- 5 On page 41 the plan aims for a tax/GDP ratio of 18%, up from 16.2%. It needs to be justified in terms of international comparisons and to be discussed in terms of the microeconomic effects of taxation in different sectors.
- 6 P. 41 further talks about a comprehensive tax review exercise, but it’s hard to see how these revenue assumptions could be made prior to such a review. E.g. how does this address high rate of personal tax and VAT, and how does

it address under-taxation of the mining sector e.g. copper?

- 7 Page 42 , section 4.2.3, The sections on monetary and financial policies comments on the insolvency of the public pension system, but it says very little about what will be done. Doesn't add much value to the plan, we need to put strategies in place and how the government will avoid a situation were we develop another set of non payment to pensioners, we need tangible systems in place.
- 8 Page 44 - 45 on external sector policies. There is a good statement about the need to maintain a *competitive exchange rate*, but this is not further defined, still less is any exchange rate targeted? Who is going to benefit i.e. exporters or importers? There is probably an implicit exchange rate which results from the targets for government internal borrowing and monetary growth, which seem to be kept at 1% of GDP, which may be ok.
- 9 The main gap in this section is that it lacks any discussion of external shocks and how they will be handled e.g. foreign debt. This is and always has been a huge issue for Zambia, and the lack of a policy or discussion is a major problem.
- 10 Section 4.3.1 page 45, there is a long list of pious intentions: "carefully identified and well-targeted poverty reducing...bridging the gender gap", but no sense of strategy or priorities.
- 11 Page 46. How does the section on population come in? And what is its significance in macroeconomics? At least an analysis should have been given. If at all it needs to be there it has to be introduced earlier. Worse still the measures discussed seems to be bureaucratic; hence the expected results will be minimal. But we strongly feel this section is misplaced, we suggest it should be taken to chapter 23 'Employment and labour' at least.
- 12 Page 47 – 51. This is quite a good section on improving the business climate, but is unrelated to anything else in the section. E.g. the discussion of trade expansion and infrastructure is not reflected in the earlier sections on the same subjects.

Financial flows and commitment

- 1 The period between 2008- 2011, 90% of the FNDP will be funded by the government, this is a plus to the government as this will lessen the dependence syndrome to the donors and as well as help the citizen reversing the brain drain in the key social service sectors.. Whether again the government will be seriously capable of financing the FNDP is another cardinal question. We hope it does not have the intention of overstretching by increasing its public borrowing which again might lead to another problem or resort to foreign debt. However, in situations where financing gaps remain, objectives of macroeconomic stability should not be compromised. Only then can we ask for donor support!

Implementation

- 2 Diligent governance and public sector management are fundamental ingredients for poverty reduction and implementation. Only through a transparent and accountable public sector will it be possible for Zambians to develop workable strategies that will have an impact on public sector and economic performance.
- 3 Public Service Reform Programme whose main objective is to enhance service delivery and programme implementation by improving management systems in the public service
- 4 Develop clear objectives and performance standards for each line ministry, strengthen the monitoring and evaluation of the public sector reform programme and as well making sure that the budget implementation, monitoring and reporting are systematic rather than ad hoc, but it show serious commitment in implementing these, lest this becomes a familiar song in every national plan
- 5 The private sector will be an integral part in the implementation of the Plan the incentives and capacity for private sector involvement is highly required. Support structures need to be in place to ensure effective private sector participation

Monitoring Framework

- 1 Page 51, The Macroeconomics SAG is very prominent in the monitoring of the macroeconomics performance and the other committees monitoring various macroeconomic indicators will be feeding into the SAG. We believe this a very good gesture by the government.
- 2 The monitoring of macroeconomic performance shall be at two levels: (a) tracking progress in implementing stability-oriented policies; and (b) tracking progress in the implementation of growth-enhancing and pro-poor policies which again we believe is a good gesture by the government.
- 3 Page 41, we applaud the government for the gesture of PETS and PER. However it is worth mentioning that it is not about allocating funds and disbursing but it is how well those disbursed funds have been utilised. We also hope that civil society and other non-state actors will be included in this monitoring

2. DISABILITY AND DEVELOPMENT

Pro-poor priority focus

- 1 The NDP programmes and strategies as contained in the Disability and Development Chapter reflect the priority areas in line with the prevailing poverty situation among persons with disabilities in Zambia;
- 2 The different chapters in the NDP highlight priority areas and these are consistent with the national priorities but *do not address the needs* according to the various geographical and social economic disparities in the country.

Development Goals/Objectives

- 1 The FNDP has clearly stated the sector goals/objectives as well as the overall national goals/objectives to be achieved by the stated programmes and strategies and in our view these are consistent and in line with each other;
- 2 The stated goals, especially as far as the Disability and Development sector is concerned, are consistent and in line with the MDGs as well as the United Nations Standard Rules on the Equalisation of Opportunities Among Persons with Disabilities;
- 3 It is our view that the district level goals and how these have been reflected to be consistent with other development goals like the MDGs hasn't been clearly captured in the FNDP.

Financial flows and Commitment

- 1 As far as the stated priority actions and programmes on Disability and Development in FNDP are concerned, it is our view that these have been backed by a realistic assessment of the resource requirements needed to implement them
- 2 It is also our considered view that the financial estimates/projections to undertake the programmes are based on realistic assumptions and these have been clearly stated in the FNDP
- 3 We also note with serious concern that though we have made realistic assessments of the resource requirements needed to implement the programmes, the financial projections of the available resource envelope for disability programmes is inadequate and the FNDP has made no attempt to state the financing gap including sources for filling this gap.

Implementation

- 1 The Disability and Development Chapter has taken into account the decentralisation and disability policy in its implementation
- 2 The Disability and Development Chapter has also clearly stated the roles and responsibilities of the different structures in its implementation. The structures are sufficient, though admittedly, some of these will need realigning and strengthening
- 3 However, for issues on disability to be successfully and effectively implemented and monitored, certain areas in the legislation need to be strengthened
- 1 In the text of the draft FNDP, government has recognised that all persons with disabilities ought to have the same rights, choices and needs as people without disabilities. It has recognised that as part of the process of equalising opportunities, deliberate efforts shall be made during the FNDP to enable persons with disabilities to assume a more complete and meaningful responsibility as other members of society. Deliberate and effective interventions shall be put in place to accelerate progress during FNDP

towards the attainment of the rights and needs of persons with disabilities.

In line with this strategic focus as well as the requirements of the African Decade for Persons with Disabilities, we are requesting that the following be done:

- (1) Uphold Paragraph 9 of Part II of the Schedule in the Persons with Disabilities Act No. 33 of 1996 and other sections of the Act that stipulate that the funds for administering the affairs of the Agency, shall be procured directly from Parliament, among other sources instead of passing through the Ministry of Community Development and Social Services;
- (2) In the national and local budgeting processes and in line with the text of the FNDP, ensure that a separate heading for the Disability sector dubbed "Disability & Development" is created and directly allocated resources;
- (3) That disability issues, having been neglected for so long, should not be subjected to a tight resource envelope but that extra efforts be made to increase the government projected budgetary allocations to disability and that the financing gap be filled through other means, some of them as stipulated in the Persons with Disabilities Act;

Monitoring Framework

- 2 The M&E framework on Disability and Development has clearly stated the institutional structures but no capacities within which it will be operating and functioning. The structures are adequate but would need strengthening
- 3 It is also our view that there is, in the Disability and Development Chapter, adequate space provided in the monitoring process for reviews and input that involve other stakeholders especially as regards Disabled Peoples Organisations
- 4 It is however our concern that while the M&E framework on Disability and Development is clearly elaborate on the participation of DPOs, the overall M&E mechanisms of the FNDP do not reflect that neither are there clearly stated monitoring roles and linkages between the Disability and Development Sector and the other SAGs, DDCCs, civil society and the rest of the central government monitoring structures

3. EDUCATION, YOUTH AND CHILD DEVELOPMENT

Pro-Poor Priority Focus

- 1 Need for greater detail. For instance under infrastructure, there is merely commitment to rehabilitate, expand and build infrastructure for education sector, but there is no sense of what makes this plan different from previous plans
- 2 One does not get any sense of urgency and specific focus on the programme objectives and targets
- 3 Every programme except for very few is a general statement of intent without

identifiable targets and goals.

Development Goals/Objectives

- 4 Objectives and strategies are so broad and imprecise they give no indication of set targets and goals in quantified form
- 5 Some objectives that require policy development for ECCDE are clear in the sense that they will require mechanisms in place for that process.

Curriculum Development and Educational Materials

Strategy for ECCDE (b) lacks detail. Even broad targets can be stated so there is a sense of direction. The same can be said for Basic education (b) and (c) and the rest of sub-sectors that follow.

Standards and curriculum

This section is ok because it deals with assessment tools and instruments that will require to be developed.

Teacher Education

ECCDE provision of continuous development to serving teachers and caregivers is a good objective but it has no meaning when it has no specific targets and goals. The same can be said for rest of sub-sectors. For instance objective to increase number of teaching staff in TEVET is meaningless as a plan. Question becomes by what margin?

Infrastructure

The general objective is good but without how much infrastructure is targeted for in the plan, there is no sense of direction and achievement. There is need to establish for instance, how many lower basic schools are planned for upgrading to full basic. As it is it sounds like a wish-list without any sense of clear focus, accountability and responsibility.

Distance Education and Open Learning.

Objectives here dealing with developing frameworks for coordination of distance learning are good as they deal with a developmental tool, but developing more facilities for TEVET for instance would require an indication of what target can be achieved either yearly or in five years - the life span of the plan.

Equity

Under this theme many objectives are developmental tools and hence good. But

those that relate to increasing gender parity, access and participation need to have some general guidelines and targets to be achieved. This Plan must show that it will improve the situation from the previous Plan through some identifiable targets and goals

Management and Administration

This one deals with improving overall framework for quality educational planning, human resource, financial management and administration of education. These are tools and mechanisms that will need to be developed. So no issues here to raise.

Implementation, Monitoring and Evaluation Framework.

This section is fine and raises no issues as it deals with developing monitoring and evaluation tools and methods.

4. YOUTH AND CHILD DEVELOPMENT THEMATIC GROUP

Pro-poor priority Focus

- 1 The Youth and Child Development Chapter has reflected the priority areas with regards to youths and children - HIV/AIDS, limited access to education, illiteracy, orphan hood, poverty, limited skills training, unemployment, and lack of social protection. Cardinal to mention is the fact that these issues are in line with prioritized issues in the Youth and Child policies.
- 2 The urban and rural divide is however not visible or stated, we hope this disparity is covered through provincial plans.
- 3 The gender dimension of the identified problems is not stated. This is important as it would enable to devise actions that will be inclusive and specific to particular problems. The definition of a child is the international definition which is good.
- 4 The focus on skills development should be backed by a marketing mechanism for the youth produce, as currently a lot of rural youth are involved in the said trade yet lack a marketing strategy.
- 5 A number of Strategies should be sharpened as they are currently appearing as general statements. Some of the objectives spell the same intentions only differ in wording hence the need for revisiting.

Development Goals/Objectives

- 1 The FNDP states the overall national goals and objectives but district level goals and objectives have not been reflected

- 2 While there are some objectives that are mentioned under strategies in the Urban Water supply and Sanitation – there are no such numbers under Rural Water supply and Sanitation
- 3 The Rural Water and Sanitation component seems not to be in line with the recently launched NRWSSP.

Financial Flows and Commitment

- 1 Child and Youth Policies versus FNDP: It is important to note that what is the policy is matching with what is in the FNDP. If the FNDP cost estimates for the Youth and Children sub-programme is more than what is in the Policy then it is fine but not otherwise.

Implementation

- 2 The NDP has taken into consideration existing implementation policies and arrangements. It is good that it has recognized the role of other Line Ministries, stakeholders and Cooperating partners in Child and Youth Development.

Monitoring Framework

Monitoring indicators and strategies should be in line with the baseline statistics to see the targets with what actions. If we have 90,000 children that are HIV positive, how many do we want to have access to ART

- 1 Indigenous knowledge, which children need to learn so that we do not lose it
- 2 Promotion of environmental care among children and youths is missing
- 3 The strategies under HIV/AIDS do not include or encourage VCT for children and Access to Treatment (ARVs)
- 4 Promote birth registration to ensure child protection
- 5 Facilitate establishment of children's clubs in schools and for out of school children and youths in communities

5. HIV/AIDS

Pro-poor priority Focus

- 1 Difficulty to establish how HIV/AIDS has been mainstreamed in the FNDP in a Pro-Poor way
- 2 The budgetary allocations to HIV/AIDS are meager and did not meet the current gaps that exist in linking transport, food and universal access to treatment
- 3 The HIV/AIDS chapter does not reflect HIV/AIDS as a developmental challenge.

Development Goals/Objectives

- 1 While the MDG development goals are stated in the FNDP, gaps and serious challenges exist in financing these development goals. For instance while the FNDP affirms the universal access to treatment, it does not provide practical financing strategies to meet the increasing number of people in need of Anti Retroviral Therapy
- 2 The FNDP does not address critical issues of capacity within the Ministry of Health
- 3 The challenges in Health Care infrastructures and health facilities and special machines such as the CD4 count machines still pose huge obstacles in attaining some of the developmental goals and objectives
- 4 Donor community contribution to the MDGs is not commensurate with the momentum required to meet the MDGs by 2015

Financial Flows and Commitments

- 1 The budget breakdowns are not clear, transparent and do not reflect civil society consultations
- 2 Government's absorption capacity in handling external funds presents great challenges in justifying further funding to the HIV/AIDS response. (The case of the defunct Central Board of Health and Ministry of Finance and National Planning absorption capacity of the Global Funds is cited)

Implementation

- 1 A huge gap exists in the implementation of the HIV/AIDS in the FNDP
- 2 The implementation of the FNDP HIV/AIDS chapter does not fully recognize civil society contribution to the response
- 3 The FNDP does not provide any strategies to strengthen these gaps. Challenges in making the current decentralized structures like the PDCC, DDCC, Provincial Aids Raskforces and the District Aids Task forces perform effectively are daunting. Currently, this does not seem to be working well with NAC given the complexity of these structures.

Monitoring Framework

- 1 The proposed monitoring framework to monitor the implementation of the FNDP lacks a clear recognition of the roles of civil society at all levels completely. The framework only recognizes the National Aids Council 's role in coordinating the implementation of the FNDP

6. ICT

Pro-poor priority Focus

- 2 ICTs have been lumped together with Meteorology, giving more prominence to meteorology thus making it difficult in terms of planning, resource allocation, implementation and monitoring of ICT interventions
- 3 It is important that all government organs and instruments mainstream ICTs.

- 4 We recommend the inclusion of the following sub-categories into the FNDP as an extension to the existing communications section of the chapter:

Development Goals/Objectives

- 1 Government should operationalise the Communications Department which should be responsible for ICT related issues in the Ministry of Communication and Transport
- 2 Entrepreneurship development is a critical component for the sustainable development of the emerging ICT sector in Zambia and can be promoted through research. Therefore, the Government in partnership with the private sector should invest in ICT Entrepreneurship by building appropriate capacities to conduct on going ICT research

Implementation

- 1 Government in consultation with Civil Society and the private sector should develop an implementation master plan that cascades to district and provincial structures set up in the decentralization policy to reach the last mile in remote rural areas
- 2 Government should show commitment by laying the vision towards the attainment of an Information Society by 2015

Monitoring Framework

- 3 The rights based framework will be useful for engaging with ICT processes, monitoring of implementation and evaluation of outcomes and impact of the FNDP.

7. WATER AND SANITATION

Pro-poor priority Focus

- 5 The Water and Sanitation Chapter has reflected priority areas well and has clearly identified underserved provinces in the country (Northern, Western and Luapula). In that sense, the geographical and socio economic disparities have been taken into consideration
- 6 Intra community poverty focus is not visible. This may not be a serious gap as water and sanitation issues are largely community issues and poorer areas in the country have been prioritized giving a hope that poorer people in Zambia are going to benefit from the services.

Development Goals/Objectives

- 1 We feel that the NDP should clearly state the overall national goals and that the objectives for the programmes should be clearly outlined
- 2 While there are some objectives that are mentioned under strategies in the Urban Water Supply and Sanitation – there is nothing on Rural Water Supply and Sanitation
- 3 The Rural Water and Sanitation component seems not to be in line with the recently launched National Rural Water Supply and Sanitation Programme (NRWSSP).

Financial Flows and Commitment

- 1 NRWSSP against FNDP: A comparison of the FNDP cost estimates for the RWSS sub-programme with the cost estimates of the NRWSSP raises a number of questions. It is not clear how the cost estimates of the NRWSSP informed the FNDP figures for the RWSS core programme
- 2 Financial estimates do not look to be realistic. In the last two years, donor contribution has been in order of US\$ 50-55 million. FNDP wants it to increase to about US\$ 90 million. That is a big increase. It is not clear what the assumptions are behind such an increase
- 3 There seems to be no resource allocation criteria. If there is one it may not have been a rational one. This is most obvious in case of the allocation between Water Resources and Water and Sanitation. Where as GRZ's contribution in Water resources is about 66%, GRZ contribution in Water and Sanitation Sector is only 3% leaving much of the basic services to the availability of donor funding
- 4 There should be effort to maintain consistency with ongoing government programmes such as NRWSSP which states that GRZ contribution will be 27% as against the FNDP which puts GRZ contribution in Rural Water Supply and Sanitation at 3.9%.

Implementation

- 1 It seems the NDP has taken into consideration existing implementation policies and arrangements. It is good that it has recognized the role that the ministry of local government and housing (MLGH) need to play in urban water supply and sanitation but the location of NWASCO may need some more thinking.

Monitoring Framework

- 2 Chapter 18.5 on “Objectives, strategies and programmes” is not very coherent. It consists of a mix of very detailed activities (e.g. construction of 4 small dams per year, construction of 30 assessment and monitoring boreholes per year, rehabilitation and upgrading of 300 hydrometric stations) and some general and sometimes unclear objectives (e.g. economic accounting, gender, IWRM issues and support at catchments level)
- 3 Where as there are detailed strategies for Water Resources Management, the

- strategies under Water Supply and Sanitation have not been detailed
- 4 There is only one specific MDG-related target for the urban and peri-urban sub-sector (... increasing access to safe, adequate water supply to 80 percent of the urban and peri-urban population by 2010, and proper sanitation systems to 70 percent for the urban and peri-urban population by 2010) but no MDG related target on Rural water Supply and Sanitation
 - 5 The plan should have fewer but clearer description of the general direction with relevant targets
 - 6 The final chapter 18.6 on “Implementation, monitoring and evaluation framework” is clear on the distribution of roles and functions in the sector. However, there seems to be little thinking on monitoring indicators and strategies
 - 7 The fact that Monitoring features as a non core FNDP programme shows that it has not received the attention that it deserves. More so, monitoring only features in Water Development and not in Water Supply and Sanitation. This oversight should be addressed.

8. AGRICULTURE AND FOOD SECURITY

Pro-poor priority focus

- 1 The draft FNDP Chapter on agriculture is pro-poor oriented but the implementation strategy is not very clearly formulated
- 2 The strategies are general as they are not specific to geographic areas. The strategies do not specify how poverty eradication will be addressed in each region.
- 3 The Plan does not spell out how it will avoid the concentration of projects/programmes along the line of rail at the expense of the outlying areas

Development goals/objectives

- 1 The goals are fine but the programmes appear to be too few to meet the goals
- 2 The programmes appear to only support the line departments of the Ministry of Agriculture and Cooperatives and the roles of other stakeholders are not specified in the Plan

Financial flows and commitment

- 1 The amount of money allocated to the agricultural sector is not enough to meet the anticipated growth rate of 10% per year
- 2 The Plan does not provide for incentives for the private sector to invest in the outlying areas of the country
- 3 Agriculture is time specific but the trend in the past years has been that the releases of funds have not been tied to the implementation of activities. The Plan does not specify whether releases of funds will be time bound.

- 4 Assumptions regarding the funding of the Plan such as exchange rates, inflation have not been captured
- 5 The Fertilizer Support Program appears to be getting the bulk of the money at the expense of key activities that bring increased production such as irrigation, research and extension
- 6 It is difficult to know how many farmers the Plan is targeting and how much money will go to wards these poor small scale farmers
- 7 Amounts under the line budget of 'Projects' do not show the specific activities to be supported
- 8 The Plan does not mention mitigation measures that will be put in place to cover for any funding gaps should they arise.

Implementation

- 1 The role of the civil society and other stakeholders is not spelt out in the Plan. There is a lot of money that goes through the civil society that is not being captured in the Plan.
- 2 The role of the Extension Service is very key – Plan needs to spell out how this key service will be strengthened
- 3 In the past, major public programmes like the Fertilizer Support Programme (FSP) and the Crop Marketing through the Food Reserve Agency have followed political directives rather than economic principles in their implementation. In addition these programmes tend to crowd out necessary private sector investments required to achieve sustained growth in other high potential sub-sectors of agriculture.
- 4 There is no section on Food Security under the Agriculture Chapter of the Plan. The Plan maintains that Food Security is Maize. There is need to move away towards crop diversification to ensure Food Security, hence the need to establish a Unit under MACO to oversee issues of Food Security
- 5 The decentralization of agriculture has not been spelt out in the Plan. Districts should have a say in the planning, budgeting and implementation of their activities
- 6 Seed Support to the NGOs is not clearly spelt out in the Plan. Plan should ensure sustainability of the Seed support.

Monitoring framework

- 1 The Chairmanship of the Sector Advisory Groups who will be responsible for overseeing the implementation process should not be the Permanent Secretary as they will be in charge of implementation and as such should not monitor themselves.
- 2 Agricultural development is not only brought about by Government, but it requires the involvement of all stakeholders in an ongoing dialogue process. The National Agricultural Policy (NAP) highlights Government's vision to increasingly focus on the core functions of public administration and transfer service provision to the private sector as well as decision making processes to local levels. The Plan is not addressing these issues in a proactive manner.
- 3 Reform processes such as privatization and decentralization are long-term

challenges, which require ownership by all stakeholders to be successful. Lessons learnt from past programmes like the Agricultural Sector Investment Programme (ASIP), and the Poverty Reduction Strategy Programme (PRSP), show that lack of ownership and omission of stakeholders in monitoring and fine tuning of the implementation will result in failure. An effective, stakeholder inclusive of M&E framework and effective mechanisms for dialogue, consultation and participation are therefore a condition sine qua non.

9. ENVIRONMENT AND NATURAL RESOURCES

Pro-poor priority focus

- 1 No clear ways and methods identified to increase the contribution of natural resources to rural household's capacity to robustly come out of poverty.
- 2 Plan also portrays a pessimistic but true picture of the state of the environment if the situation is not addressed. Plan seeks to reverse the trend through conservation and protection but if not done with respect to poverty reduction will definitely increase poverty
- 3 Plan does not address the critical human-animal conflicts and how it can consequently resolve the problem.
- 4 Plan acknowledges potential that traditional forest products have in contributing to rural poverty alleviation. Plan should address how this will be fully harnessed and benefits equitably shared.

Development goals/objectives

- 1 Specifically for Agriculture, Mining & Environment sectors the goals and targets are not holistically and clearly stated.
- 2 It is difficulty to connect the objectives of the FNDP and the MDGs.
- 3 Consistency of the sector goals in the FNDP and national goals/vision are difficult to understand
- 4 Sector identified problems have no suggested solutions. How can one say these will be mitigated during the FNDP period?
- 5 Endless, "quick-fix solutions" have, if anything, accelerated despair in the poverty fight.

Financial flows

- 1 There is a lot of duplication and non-continuity on the many projects carried out in the country.
- 2 Need for planners to be well abreast with issues at hand.

Implementation

- 1 FNDP has made reference to a number of policies but has failed to harmonize these policies with regards to natural resources and environmental issues.
- 2 Policies that need harmonization and cross referencing include: Constitution; NPE & its IP; FP & its BP; ZAWA Policy & Regulations; Agriculture Policy; Commerce & Industry Policy; Mining Policy.
- 3 FNDP mentions the decentralization policy, but no clear reference is made to the guiding principles and policy measures of the 2002 decentralization policy on environment and development.
- 4 Areas that need critical clarification are links between various sectors and the environment. Equally, there is need to enhance coordination among existing environmental related institutions, such as: ECZ, DENRM, MSD, DWA, Fisheries Department, ZMD, DoE, ERB, Forestry Department, ZAWA, NWASCO.
- 5 Most existing programmes and strategies have not been adequately articulated in the FNDP. These include; Copperbelt Environmental Project, Reclassification and Effective Management of the National Protected Areas System, National Adaptation Plan of Action, the National Capacity Self Assessment Project, SEED Project and the SADC Biodiversity Project

Monitoring framework

- 1 Implementation and monitoring of the environment and natural resources sectors do not take into consideration the roles of different key stakeholders.
- 2 The existing structures are confusing and need serious realignment

10. SOCIAL PROTECTION

Pro-poor priority focus

- 1 Social protection chapter is pro-poor as it targets 20% of the most vulnerable people in the population but
- 2 Targeting is general and not specific
- 3 FNDP does not provide information on the extent and seriousness of the various vulnerable groups i.e. the aged, OVCs, Widows, disabled etc
- 4 FNDP does not take into account geographical or socio-economic disparities
- 5 FNDP lacks tangible poverty reduction interventions to address well identified key risks and shocks that cause or worsens vulnerability
- 6 Proposed programmes or projects are not prioritized putting the basis of resource allocation into question

Developmental goals/objectives

- 1 Goals and objectives are clear but have been weakened by
 - o Lack of specific targets (district or provincial)
 - o Lack of plan to clearly show resources to be spent on specified projects and in specified localities

- 2 Chapter needs to show resource allocation by target groups and location to enhance accountability and assessment of the extent to which national, provincial and district level goals are being met

Financial flows and commitment

- 1 GRZ/Donor contribution of fund to budget is 100%/0%
- 2 Flow of GRZ funds to NGOs is not clear
- 3 Donor commitment and the level of commitment to provide the funds is not clear
- 4 Criteria of resource allocation to programmes in the sector is not clear
- 5 Resource allocation to sector (less than 1% of the total budget) is at variance with Government's stated prioritization of sector
- 6 Immediate concerns of extreme poverty and vulnerability among the aged, the homeless and orphans must be tackled

Implementation

- 1 Chapter is NOT in tune with decentralization principles - needs to indicate how targeting will be improved so that resources are channeled to deserving beneficiaries – need to build capacities in every district
- 2 Important to have strong and appropriate structures as well as adequate funds for implementation of programmes.
- 3 Portfolio of MCDSS should be enhanced through proper funding and elevate the status of this important ministry to enable it respond adequately to social protection issues effectively
- 4 Review of mechanisms to pay pensions and amounts of the pensions

Monitoring framework

- 1 The NDP should include a provision for independent monitoring of government programmes and projects by Civil Society Organizations as government alone cannot monitor and evaluate its own performance
- 2 There is need for independent evaluation of programmes to give unbiased opinions on the progress and impact of activities on the ground

11. MINING AND INDUSTRY

Pro-Poor Priority Focus

- 1 The general view of the Mining and Industry Chapter is not pro-poor focused because the government has no power over the mines and the Tax Holidays which have been given to the mines entails that the majority Zambians who are poor will not benefit from the high copper prices which the sector has been experiencing
- 2 There is need to come up with a legal framework that will give the established powers and authority to empower Zambians, for example the gemstone industry should be restricted to Zambians only.

- 3 The FNDP has failed to come up with clear cut strategy that will protect the interest of small manufacturing textile industries from cheap import from South Asia
- 4 With the current levels of poverty in the country it does not make sense to tax small local companies 35 % of their profits while giving tax breaks to multi-national mining companies

Development Goals / Objectives

- 1 Some of the goals good and well intended. However, they lack well articulated strategies
- 2 The FNDP proposes mainstreaming gender in the mining sector. Instead of using the term gender, it should be replaced with the term women
- 3 The strategy is too summarized. There is need to be specific

Financial Follows

- 1 The revolving fund under small scale mining is a good move. However the conditionality which are attached to such funds need to be reviewed

Implementation

- 2 There is need to involve The Ministry of Labour as well especially when it comes to the safety of miners. In the past the ministry of labour was not allowed to inspect the mines. With the increased number of accidents which the country has recorded both in the mining sector and the industry it is imperative that the labour office is also involved in the implementation.

Monitoring framework

- 3 There are no performance indicators on Gender and HIV/AIDS
- 4 We suggest that an independent monitoring team should be set up to monitor and evaluate the implementation of the FNDP

12. EMPLOYMENT AND LABOUR

Pro-poor priority focus

- 1 The Fifth National Development Plan (FNDP) presents a mixed picture on labour and employment

Development Goals / Objectives

- 2 The chapter on employment and labour does not specify employment performance targets, and in some cases the proposed strategies are not only generalised but also hardly aligned with identified employment-oriented programmes.
- 3 There are some evident weaknesses in strategy for achieving stated

employment promotion goals – we already have an *Employment Policy* with similar but better defined goals

- 4 Most of the FNDP strategies associated with the employment programmes are too 'generalistic', thereby posing potential threats to implementation, monitoring and evaluation
- 5 Some strategies are less aligned with the identified employment programme

Financial flows

- 1 It can be generally seen from costing and sector resource allocations in the FNDP that the employment and labour sector is among the sectors that are on the low side of resource allocations, ranging between 0.1 and 0.2 percent of the total FNDP budget over the period 2006-2010
- 2 Only two programmes, decent work and Labour market Information system are classified as core FNDP programmes, implying that other listed programmes may not receive priority funding in an event of resource shortfalls
- 3 A general assessment of the resource requirements would suggest that the projected allocations for employment promotion might not be adequate to generate the much-required levels of employment
- 4 The FNDP does not seem to have a pro-active agenda towards domestic resource mobilisation that could enable the country to gradually wean-off from donor dependence.

Implementation

- 1 A further look at this institutional framework suggests an existing need to recognise and/ or re-classify the Ministry of Labour as an economic ministry since it will be at the forefront of employment promotion that requires heightened implementation and financial resource capacity.
- 2 The employment promotion role suggests an existing need to improve the level of coordination and 'complimentarity' among the concerned agencies, organisations, groups and institutions of employment, including training institutions
- 3 While, it seems the case that implementation of the employment promotion strategies will rest on the line Ministry of Labour and Social Security, the need for capacity enhancement of regional and local level implementing agencies has not clearly been articulated. This obviously calls for the 'operationalisation' of the long awaited decentralisation policy.

Monitoring framework

- 1 Activities and targets for employment promotion have not been broken down to provincial and district levels, thereby posing further challenges in monitoring and evaluation. It is also unclear how the Ministry of Labour will do the coordination of various sector policies on employment cutting across different economic sectors. The effective coordination of employment policies and strategies must become the cornerstone of employment promotion in the

FNDP and therefore, capacity enhancement of the ministry of labour to undertake this coordinating function must be recognised in the FNDP.

- 2 It would be useful for the FNDP to specify how the monitoring framework envisions the role of other stakeholders or at least specify their expected monitoring roles so that they can also be accountable to the people.

13. GENDER

Pro-poor priority focus

- 1 The NDP programmes and strategies do not reflect priority areas in line with the prevailing poverty situation in Zambia.
Pro-poor policy pronouncements are not accompanied by pro-poor trickle-down, affirmative actions/mechanisms in social safety nets, employment and business opportunities.
- 2 There is no recognition of the fact that if FNDP primary objective is poverty reduction, and women are more oriented towards helping secure household food security, and that women are the main clients of micro-credit institutions whose interest rates are much higher than commercial banks; then GRZ should ensure that micro credit is cheaper than is currently the case for women businesses to expand

Development goals/objectives

- ⌚ The FNDP does not have goals and objectives which have quantitative data to facilitate implementation.
- Stated goals are not consistent and in line with the MDGs in that Affirmative Action and the use of the Quota system is not stated and emphasized in the FNDP.
- The FNDP does not adequately identify district level goals
- The issues of Agriculture, Tourism and Trade do not provide for the rural poor.
- In the water & sanitation sector, gender mainstreaming is listed as a 'programme' with the objective of implementing specific measures which prevents mainstreaming of crosscutting issues. There is need to have a strategy for this 'programme'.
- Strategies to include;
 - 1 Ensure access to credit by women without consent of a husband or male figure.
 - 2 Ensure the acquisition of title to land by women by ensuring the quota system of not less than 30% allocation of land to women.
 - 3 Use of affirmative action in all programmes indicated.
 - 4 Ensure education and training in Agriculture for women.

Financial flows and commitment

- 1 It is difficult to determine the financial flows and commitment because financial flows are a result of a magnitude of planned programmes and projects
- 2 Gender has the least budgetary funding, yet the Government claims to take cognizance of the importance of Gender and the role it plays in socio-economic development (Ref: Introduction, *NDP, Ch 33, and pg 223*).
- 3 What is needed are answers to questions of *How, When* and *Where* issues and gaps identified can be addressed and of course a fair share of the national cake allocated to the much recognized and taken cognizance of gender issues.
- 4 Resource allocation sources for filling the financing gaps are not stated clearly.
- 5 Budget figures are not Activity-based, they are national. They do not show specific programmes and projects.

Implementation

- 1 The NDP reflects in passing a few implementation policies in place e.g., the National Gender policy but does not seriously incorporate the strategies and objectives as stated in these policy papers
- 2 The stated objectives need to be operationalized and the document does not reveal the implementation substance for those objectives.
- 3 The whole document does not take into account the Human Rights-based Approach as strategies are open-ended, no one is held accountable for anything. *Who are the duty bearers?*
- 4 The Gender Equality Commission which appears in the draft constitution does not appear in the NDP at all. There is need to include it in the stated GIDD structure so as to enhance implementation of this very important body.
- 5 The traditional channels of implementation; chiefs and traditional leaders should be included in activities at levels where they exist.
- 6 Implementing Agencies are not stated; the role of civil society in implementation is not clear. The SAG composition should be stated clearly so as to make SAGs representative of all stakeholders.
- 7 In the absence of any legal backing for SAGs, PDCCs and DDCCs there is very little chance for them to be effective in providing the checks and balances.

Monitoring framework

- 1 The monitoring framework spelt out does not take Gender and HIV/AIDS mainstreaming issues into account at all. Baseline figures on HIV/AIDS for 2005 are completely missing so how will the evaluation and monitoring be done.
- 2 Gender mainstreaming key performance indicators has been left out completely and yet it is a cardinal and crosscutting issue.
- 3 Poverty has also been left out in the key performance indicators table.
- 4 The NDP is aimed at achieving certain goals. Each goal should attract an action plan. This action plan should have performance targets and time

frames so that at the end of the day, performance can be measured.

14. GOVERNANCE

Pro-Poor Priority Focus

- 1 The Governance chapter is not pro-poor, as there are no activities that can be attributed to being pro poor
- 2 When it comes to issues of *Administration of Justice*, which in essence is supposed to make justice accessible to the poor, the zero draft does not specify how the poor will access justice
- 3 There is a gap in the lack of personnel to access justice and also the quick disposal of cases.
- 4 The constitution is a paramount document when it comes to good governance and poverty reduction and hence the need to have a good constitution. However, on page 206 under '*Constitutionalism*' the issue of the Constituent Assembly (CA) is addressed although there is no budget line or programmes under the strategies. This is a major concern.
- 5 The electoral regime is silent and there is need to strengthen the Electoral Act. The implementation of critical recommendations of the Electoral Reform Technical Committee (ERTC) depends on the revisions of the constitution through a Constituent Assembly (CA).

Development Goals/Objectives

- 1 Although the zero draft has some goals/objectives to be achieved by 2010, the stated programmes and strategies lack timeframes and specific dates
- 2 There is a mismatch between the write-up and the actual goals and objectives.

Financial Flows and Commitment

- 1 The zero draft has a resource allocation criterion that is based on 'core' and 'non-core' priority areas.
- 2 Priority actions and programmes in the zero draft have given decent personal emoluments package. However, there are little finances on the actual programmes, which is worrisome
- 3 When it comes to the issue of '*Transparency and Accountability*', there is no financial commitment to support the programme, yet this is important to strengthen democracy, good governance and development.
- 4 The zero draft does highlight the short to medium-term financial projections from the various sources, though it is difficult to assess whether the financial

- projections were based on realistic assumptions
- 5 The zero draft does not state the financing gap, other than leaving blanks were there is no funding for a particular programme. In addition, the zero draft does not specify or include any sources of funding for filling these gaps

Implementation

- 1 The zero draft does take into consideration the implementation of some policies already in place, for example, the decentralisation policy which was approved in 2000. The zero draft is still concentrating on information dissemination instead of implementation
- 2 The zero draft does not make clear roles to particular institutions as well as responsibilities of the different structure in the implementation of the FNDP
- 3 The zero draft mentions the *decentralization policy*, but is silent on how the policy will be implemented and financed and also lacks a clear-cut timeframe

Monitoring Framework

- 1 The zero draft has a monitoring process that only privileges government to monitor the activities it will be carrying out itself, which does not call for objectivity
- 2 It is stated that the SAGs will continue to be a stakeholder, which we assume will involve the input of civil society. However, there is concern that the Sector Advisory Groups (SAGs) are ad hoc and sometimes meet at the pleasure of the line ministry. As such, it will be difficult for either civil society or MPs to effectively review government's performance.
- 3 The zero draft does not clearly state the monitoring roles as well as linkages among and between the SAGs, District Development Co-ordinating Committees (DDCCs), civil society and the rest of the central government monitoring structures
- 4 The zero draft does not take into account the lessons learnt from the Poverty Reduction Strategy Paper (PRSP) monitoring process and other stakeholders' reviews. This is largely because it does not use any strategies that were used in the PRSP.

Section 2

FINANCING, IMPLEMENTATION AND MONITORING

- 1 Efforts made to include chapters that reflect the **translation of plans to action** in the National Development Plan – Financing, Implementation and Monitoring.
- 2 Quite often, this could be the determining or breaking factor on the achievement of the objectives and goals of the plans.

FINANCING OF THE FNDP

- 1 The FNDP is estimated at **K65.2 trillion or approx \$18.6 billion dollars**. The

current baseline for plan period is K57.6 trillion. FNDP Resource gap K7.7 trillion.

****** Need to ensure the estimate is based on MDG attainment (a lot of under budgeting)

****** Need to quickly look at the deficit of K7 trillion as this would be a huge deterrent in achieving the MDGs.

****** Annual Budgets should reflect priorities of the FNDP.

- 2 The FNDP will have three (3) main sources of financing, namely:

******Domestic revenues (K43.0 trillion i.e. 17.6% GDP)

******External grants (K9.5 trillion i.e. 3.9% GDP) - direct budget support; sector wide approach (SWAP); project support and debt relief

******Borrowing: - Domestic (reduce from 1.8% in 2006 to 1% of GDP BY 2008) and external loans (1.4% of GDP or \$200 million per annum).

- 3 *Other sources include* Public Private Partnership (PPP) and Regional and International financing initiatives e.g. NEPAD, Investment Climate Facility etc.

- 4 Debt Stock and new borrowings: The Plan presents Governments desire to source financing through domestic borrowing and concessional loans.

****** *We advise government to build capacity in negotiations with regards to concessional loans and that if such loans are obtained, they should not be utilized for consumption purposes but in areas of fast growth to enable us to repay the loans without falling back into the debt trap.*

*******It is imperative that the FNDP states the desire to ensure that all new loans are acquired through a popularly adopted loan contraction process, with parliamentary oversight.*

IMPLEMENTATION OF THE FNDP

- 1 Overall coordination of implementation will rest on MoFNP, spearheaded by the Planning and Economic Management Department (PEMD). (p.249).

- 2 There is need to decentralize the functions so as to make it more effective and reduce the work load of the PEMD.

- 3 The implementation section in the FNDP is vague on the expected civil society engagement. This should be clarified.

- 4 Government in the FNDP recognizes the importance of a robust institutional framework as a determinant of successful implementation.

*******government should carry out an assessment to know both the institutional and human resource capacity inadequacies that currently exist and put forward plans to fill these gaps (problems of absorption capacity)*

- 5 Decentralization, including of planning, annual budgeting, monitoring, should be hastened and take centre stage.

*******There should be a time frame attached to the implementation of the decentralization policy during the plan period.*

MONITORING, EVALUATION AND REPORTING FRAMEWORK

- 1 In the framework, monitoring will focus on out puts; out comes with an emphasis on *impact* of interventions.

******It is pleasing to note the importance being attached to monitoring the NDP.

- 2 There should be clear monitoring indicators linked to the MGD goals and targets.
- 3 It should be make clear as to how the outputs of the regular monitoring will feed into progress reports and policy dialogue discussions.
- 4 The FNDP indicates that Monitoring of poverty indicators will be done at mid term (after two and half years) and at the end of the life of the FNDP (2010).
***Again this should be done effectively and provide in-depth assessments on Zambia's progress towards the NDP goals and MDGs Targets.*
- 1 The FNDP indicates that Monitoring of poverty indicators will be done at mid term (after two and half years) and at the end of the life of the FNDP (2010).
*** Again this should be done effectively and provide in-depth assessments on Zambia's progress towards the NDP goals and MDGs Targets.*
- 2 We commend the recognition on the monitoring work that civil society has been playing and the commitment to inviting civil society to share the results of their data collection in appropriate how more must be done in recognizing and utilising CSOs
- 3 Civil society has also built capacity to generate credible quantitative data that should also be utilized.
- 4 Table 37.2 should reflect civil society as a responsible institution for generation independent monitoring reports especially on annual budget tracking, annual evaluation and mid term evaluations.
- 5 There should be a role of independent/external organizations in Monitoring and Evaluation progress on the FNDP.

CONCLUSION

- 1 Need strong institutional arrangements for monitoring that include non state actors – backed by legal status
- 2 Government must be committed and receptive to utilizing monitoring reports by non state actors
- 3 Need full political commitment and will for the NDP to move from plans to action.

COMMON GENERAL ISSUES ACROSS THE THEMATIC AREAS

- 1 It is not clear or evident how the FNDP links with previous and ongoing plans (e.g. PRSP, NRWSSP). The FNDP must therefore have links with other existing and ongoing policy processes and frameworks.
- 2 Implementation strategies not clearly reflecting decentralization process
- 3 Unclear Targets, strategies and objectives (no time frames)
- 4 For some sectors monitoring Indicators not clear (e.g health, HIV/AIDS)
- 5 Strategies too broad, lack of specificity-makes monitoring difficult.
- 6 Weak Linkages between plans/activities and strategies
- 7 Insufficient/no baseline data
- 8 Unclear resource allocation criteria
- 9 Inadequate budgetary allocations
- 10 Weak Coordinating mechanisms
- 11 Objectives too broad

- 12 Tokenism approach regarding role of civil society in the development process
- 13 Need to institutionalize the participation of civil society and other stakeholders, (esp. in implementation and monitoring)
- 14 Need to link FNDP targets to MDG targets including breaking these down to district annual targets.