

# Operational Plan 2011-2015

## DFID Zambia

May 2011

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# Introduction

The UK Government is determined to help reduce the inequalities of opportunity we see around the world today. We believe that promoting global prosperity is both a moral duty and in the UK's national interest. Aid is only ever a means to an end, never an end in itself. It is wealth creation and sustainable growth that will help people to lift themselves out of poverty.

In May 2010, the International Development Secretary, Andrew Mitchell, commissioned the Bilateral Aid Review (BAR) to take a comprehensive and ambitious look at the countries in which the Department for International Development (DFID) works through our direct country and regional programmes. The review focussed on the best ways for the UK to tackle extreme poverty, ensuring that we make the greatest impact with every pound we spend. In parallel, through the Multilateral Aid Review (MAR), DFID assessed how effective the international organisations we fund are at tackling poverty.

On the 1st March 2011, the key outcomes of the reviews were announced, including the results that UK aid will deliver for the world's poorest people over the next four years. The Bilateral Aid Review has refocused the aid programme in fewer countries so that we can target our support where it will make the biggest difference and where the need is greatest. The Multilateral Aid Review findings enable us to put more money behind effective international organisations which are critical to delivering the UK's development priorities. In addition the independent Humanitarian Emergency Response Review looked at how the UK can build on its strengths in responding impartially to humanitarian needs and help ensure future disaster responses can be better prepared and coordinated.

DFID is committed to being a global leader on transparency. In the current financial climate, we have a particular duty to show that we are achieving value for every pound of UK taxpayers' money that we spend on development. Results, transparency and accountability are our watchwords and guide everything we do. DFID regards transparency as fundamental to improving its accountability to UK citizens and to improving accountability to citizens in the countries in which it works. Transparency will also help us achieve more value for money in the programmes we deliver and will improve the effectiveness of aid in reducing poverty.

The UK Aid Transparency Guarantee commits DFID to making our aid fully transparent to citizens in both the UK and developing countries. As part of this commitment we are publishing Operational Plans for country programmes. The Operational Plans set out the vision, priorities and results that will be delivered in each of our country programmes.

We will concentrate our efforts on supporting achievement of the Millennium Development Goals (MDGs), creating wealth in poor countries, improving their governance and security and tackling climate change. The prize, in doing so, is huge: a better life for millions of people, and a safer, more prosperous world.

# 1) Context

Zambia has a population of **13 million people (half under 15 years) dispersed over an area three times the size of the UK**. After three decades of economic mismanagement and decline in human development, the country has seen significant progress since 2000. Twelve successive years of growth have **trebled per capita income to \$995 and brought Zambia to the cusp of lower middle income status**. This growth has been built on sound macro-economic management and a friendly business climate drawing in major foreign investment, mostly in mining. This helped urban poverty to fall by a third from 1996-2006. However, as mining employs only 50,000 people and contributes less than 2% of GDP in tax it has meant little for the rural areas where over two thirds of Zambians live. **Three quarters of the rural population survive on less than \$1 a day** mostly from subsistence farming, seasonal labour and petty trade.

Progress on human and social development has been mixed. Zambia is **on track to meet the education, under-five mortality and HIV Millennium Development Goals (MDGs)**, with net enrolment in primary education at around 97% in 2008, up from 70% in 1999. The incidence of malaria has fallen sharply and is now under 10% while HIV prevalence is at 14%. However, Zambia still ranks 150th out of 169 according to the Human Development Index. It is **seriously off track on MDG 1 (Poverty)**. Around 60% of Zambians live in poverty with a third unable to meet even basic food needs and inequality remains very high. Only a quarter of children under two have a minimum acceptable diet and 45% of under five's are stunted, which means they are chronically undernourished. Zambia is **failing to achieve its health MDGs** partly because of the challenges of serving a geographically dispersed population. Maternal and child mortality are high with over 7 million years of healthy life lost annually due to a high disease burden and inadequate health services. Zambia is also off-track on MDG 7 (Environmental Sustainability). Nearly **5 million Zambians lack access to safe water and a further 6.5 million lack access to adequate sanitation**. There has been a **lack of progress on empowering women**, with violence against women persisting while women and girls' participation in decision-making remains low. Women's rights to access and control productive assets are limited and the **impacts of poverty on women and girls remain poorly understood** and poorly captured in official statistics.

Zambia has long been relatively stable and peaceful, with twenty years of elections that have been free and generally fair. Political authority remains centralised and focused on the presidency, leading to a "winner takes all" political structure. Overall, governance has improved in recent years with the state broadly more capable, accountable and responsive. This is reflected in improving (World Bank) indicators of good governance, which are above the average for Sub-Saharan African countries. There has been **broad commitment to governance reforms though implementation has been uneven** and has slowed recently as a result of short term political thinking. The **risk of the misuse of Government funds remains significant with corruption a persistent challenge**. State institutions for accountability are still developing and Civil Society Organisations (CSOs) are active but are often unfocused in their attempts to hold Government to account.

As a land-locked nation bordered by seven other countries, further **regional integration** in particular progress on the North-South corridor connecting East and South Africa will be an important driver of prosperity. A co-ordinated regional response also offers the best prospect for Zambia to combat **climate change**.

Cooperating Partners (CPs) generally work well with the Zambian Government (GRZ) with a good donor division of labour under a Joint Assistance Strategy (2007-2010). As the economy has grown, dependence on traditional donors' development aid - Overseas Development Aid (ODA) - has fallen to 18% of the Government's budget. Non-ODA sources of development finance are becoming increasingly important, especially from China. **Government and CPs are beginning to think through how Zambia can graduate from aid in the medium term using its own resources to achieve the MDGs and sustain growth built on private sector investment** in sectors other than copper. However, the current dependence on copper for 75% of exports limits the impact of growth on poverty and means that Zambians, especially the poor, remain vulnerable to a range of shocks including falling commodity prices and spikes in food and fuel prices.

To make real progress in poverty reduction, **Zambia will need to maximise its domestic tax base** (especially from mining) and spend its growing wealth more effectively to **support better service delivery and more inclusive growth** especially in rural areas and among women and girls. Zambia's Sixth National Development Plan (2011-2015) sets out a good roadmap with three overarching objectives to which DFID Zambia fully subscribes: (i) accelerate infrastructure development, economic growth and diversification; (ii) promote rural investment and accelerate poverty reduction; and (iii) enhance human development.

## 2) Vision

### Overview

With the right support and policy choices, Zambia can deliver real poverty reduction and achieve its vision to become a '*prosperous middle-income country by 2030*'. Zambia has an **opportunity for change for the first time in a generation** as economic growth and fiscal restraint have made available the resources to invest in a better society. Zambian leaders also have an incentive to change driven by higher demands of Government from a young, more educated population, an active civil society and a growing private sector, set against a background of increasingly competitive multi-party politics.

In response, DFID will **improve Government tools and skills and decision making**, enabling Zambia to increase its tax take and use its resources to deliver better services. This will include **tackling corruption and waste** and increasing Government's **transparency and accountability** to its citizens. DFID will work to **directly address the MDGs that are most unlikely to be met** (using a combination of cash transfers, maternal mortality interventions and programmes to improve sanitation and hygiene), and **remove the barriers to wealth creation and investment** to create a sustainable future beyond aid. DFID will work with Government and other donors to **empower women and girls in order to make growth more inclusive and tackle inequality**.

We will increase the demand for accountability by **strengthening citizens' and civil society's voice**, building on the relative media and civil society freedom. DFID will play a lead role on aid effectiveness with Government and other donors in Zambia, to be set out in the second Joint Assistance Strategy. This will map out how donors will align support to deliver Zambia's Sixth National Development Plan and coordinate aid to ensure its effectiveness. Zambia has an advanced donor Division of Labour, used to streamline and coordinate work among donors at a sector level. DFID is a 'lead' donor in Governance, Health, Social Protection, Macroeconomics and Gender, is an 'active' donor in HIV/AIDS and Private Sector Development and also supports Agriculture, Education and Infrastructure through Poverty Reduction Budget Support (PRBS).

### Alignment to DFID and wider UK Government priorities

Without an increase in income generation activities in rural areas, it will be impossible to significantly reduce poverty in Zambia. **Hence there will be a major focus on wealth creation**. This will include pulling in private sector investment and innovation to increase poor farmers access to agricultural inputs, expanding access to finance and supporting GRZ to improve the policy environment.

**Improving the lives of women and girls will be central to our poverty reduction strategy** including: delivering a 15-20% reduction in maternal deaths; increasing family planning choices; better social protection and choice through cash transfers and a big push on nutrition; reducing the burden of collecting water and improving women's dignity through better sanitation; and empowerment through financial inclusion and women's participation/girl's leadership initiatives. DFID will collaborate closely with the Nike Girl Hub in all of these initiatives.

Though often not their primary focus, many of our interventions will also **build climate resilience** through reducing the vulnerability of the poor to shocks (cash transfers, health interventions, access to markets and finance). Zambia is also the recipient of **large scale international climate change funding through the multilateral Pilot Programme for Climate Resilience and UN forestry facilities** and DFID Zambia will continue to support their implementation.

DFID is co-located and **collaborates closely with the Foreign and Commonwealth Office (FCO)**, including through a joint DFID/FCO governance team. Beyond the UK's aid relationship with Zambia, British investment is at least £500 million, currently focused on sugar and banking but with potential in services and agriculture as the economy grows. Consolidating a rules-based investment climate encourages this. Zambia is generally like minded with UK foreign policy priorities and has played a progressive role in international peace keeping and trade negotiations. There are 10,000 British nationals in Zambia and six times that number visit every year.

### What we will stop doing

There will be a refocusing of the existing programme, with PRBS levels as percentage of the programme reduced to allow more resources to be targeted directly at poverty. We will refocus our health programme by shifting funding from the National AIDS Council to focus on AIDS prevention programmes. Our funding commitments to the International Health Partnership maternal health programme and the Zambia-UK Health Workforce Alliance will come to an end during the course of this operational plan and funding will be channelled into new programmes to address maternal health and the training of health workers.

# 3) Results

## Headline results

Pillar/ Strategic Priority	Indicator	Baseline (including year)	Expected Results (including year)
Wealth Creation	Number of additional small-scale farmers with access to improved agricultural inputs and advice attributed to DFID	0 (2010)	100,000 (2015) <i>at least 33% women</i> (End year snapshot)
	% of pregnant women and under -five's sleeping under an insecticide-treated bed-net [number of women/children, attributed to DFID]	43% / 41% (2008) <i>[0 women / 0 children]</i>	85% / 85% (2015) <i>[45,000 women / 209,000 children]</i> (End year snapshot)
Health	Number of additional couples using modern methods of contraception, attributed to DFID	0 (2010)	200,000 (2015) <i>of which 30,000 girls</i> (End year snapshot)
	Number of people receiving DFID-supported cash transfers (including public works employment)	15,000 (2010)	94,500 (2015) (End year snapshot)
Poverty and Hunger	Number of children under two provided with DFID-supported Multiple Micro-Nutrient Powders	0 (2010)	700,000 (2015) (End year snapshot)
	Number of additional people with sustainable access to improved sanitation facilities attributed to DFID	0 (2010)	3 million (2015) <i>of which 1.53m Women</i> (End year snapshot)
Water and Sanitation	Performance of Public Expenditure and Financial Accountability scores	Current PEFA assessment (2008)	All indicator levels maintained and at least 6 indicators improve (2014)
	Number of people who vote in elections supported by DFID	1.79 million (2008)	3.3 million (2011) <i>of which 1.683m women</i>
Governance			

## 3) Results (continued)

### Evidence supporting results

The **plan is built on a solid body of evidence** and where possible we have used evidence from impact evaluations to shape its direction. However, a number of our approaches are **innovative** and hence conclusive evidence of impact is currently lacking. Where this is the case, we will **use pilot stages and ensure robust appraisals of Monitoring and Evaluation (M&E) evidence** before deciding whether to run programmes at full scale.

The results specified for the health and wealth creation pillars are largely set in the context of evidence of past trends in performance in Zambia and there is a significant body of evidence of what works and what represents good value for money. The quality of evidence for poverty and hunger interventions is also strong. There is a good time series of poverty levels and the nutritional status of children in Zambia and also some evidence on the impact of cash transfer programmes on poverty and nutrition from pilot programmes both within Zambia and regionally.

There is a relatively strong evidence on key GRZ service delivery improvement components of the governance programme, particularly on Public Financial Management (PFM). This includes quantitative data and internationally recognised indicators of PFM improving particularly using the Public Expenditure and Financial Accountability (PEFA) framework. Internationally recognised and monitored indicators will be used to monitor results from programmes to address democracy, political rights, voice and accountability, and corruption levels. The Government collects potentially useful data on perceptions of good governance but there have been challenges over its slow release. Some national data on the political engagement of women is available. More evidence is required to identify what interventions will lead to greater political empowerment of Zambians, particularly in rural areas.

The results from interventions to increase access to water and sanitation are set out on the basis of credible global and national data. However, there is limited baseline data on water coverage and there is limited evidence to support the benefits for women and girls. This gap is currently being filled as a national M&E system is in development.

### Value for Money (VfM) rationale

**VfM assessments will be made for each programme using cost-benefit and cost-effectiveness analyses.** Based on this evidence, priority will be given to the programmes where VfM is best. Where there is limited evidence on VfM of programmes in a Zambian context, we will seek to use evidence from neighbouring countries or other countries in similar situations. With new and highly innovative approaches the existing evidence of likely impact will be less strong (e.g. newer work on civil society and accountability). In such cases we will set out plans to tailor these approaches by ensuring robust appraisals, pilot phases, and to invest in strong monitoring and evaluation before launching in full. We are developing a VfM Assessment and Strategy to guide all of our VfM efforts.

A number of our programmes are supported by strong data on unit costs, particularly the wealth creation and health interventions, while some data is available in other areas. Unit costs of interventions tend to be higher in Zambia than in other countries in the region, mainly due to the difficulties involved in reaching a geographically dispersed rural population. VfM considerations were a factor in the decision to reduce the share of UK aid to be provided as budget support during the operational plan period given the challenges with measuring value for money. To address this we will use the ongoing major evaluation of PRBS in Zambia to build a baseline and ensure that a stronger evidence-base around VfM of budget support is developed. **Future PRBS programming in Zambia will be heavily linked to results. This will be measured through a tightened framework for assessing performance with funding tranches tied to a performance incentive system to be agreed with Government and other PRBS donors.**

## 4) Delivery and Resources

We will use a variety of financial and technical aid instruments and partnerships, ensuring that each tool used is the best fit in the context of the results that we want to achieve. We will be **flexible** in the modalities employed, **adjusting as necessary to evidence from our ongoing M&E of what, how and who to work with to deliver the best results** in the most cost effective and sustainable way for women, men and children. We will closely monitor VfM from our partners and insist on complete accountability and fiduciary assurance.

Our portfolio will be made up of 31 programmes, of which 10 will be new. We will closely monitor the quality scores of our portfolio and seek to maintain our current high scores while rapidly rolling out our expanded programme under this Operational Plan.

**Budget support** will remain an important modality used to improve Government services and accountability in the health, education, agriculture, water and infrastructure sectors. It will also give DFID influence on larger cross cutting policy issues including GRZ budget priorities, VfM of its spending and pay reform. PRBS will make up 45% of our programme in 2011/12 before falling to 29% by 2014/15.

DFID Zambia has a strong relationship with GRZ, having signed up to a 10 year Development Partnership Agreement in 2007, and engages in regular high and technical level dialogue through joint leadership of the CP group and PRBS dialogue mechanisms. Though the PEFA assessment in 2008 registered improvements in the majority of PFM processes since 2005, the risk of Government funds being misused in Zambia remains substantial (according to the 2010 joint donor Fiduciary Risk Assessment). DFID will continue to play a leading role in supporting GRZ's PFM reform programme which should further build confidence in Government's use of donor funds. The other instruments we will use to deliver aid are listed below:

- **Funds to Government pooled among donors** (e.g. funding for the Government's cash transfer programme)
- Non-Budget Support **Bilateral aid direct to Government** (e.g. support to the Anti-Corruption Commission)
- Bilateral aid delivered through **multilaterals** (e.g. funding support to child immunisation through UNICEF)
- Bilateral aid delivered through **other bilaterals** (e.g. funding malaria and child health programmes through USAID)
- **Funding to non-governmental organisations (NGOs), Private Sector and Parliament** (e.g. accountability and advocacy programmes through NGOs, support to agricultural markets and access to finance through the private sector)

The key elements of this plan build on ongoing consultations with key figures in GRZ, other major donors and relevant NGOs and civil society organisations.

The bulk of our funding through multilaterals will go to UNICEF and United Nations Development Programme (UNDP) in areas where they are judged to have a distinctive competence (social programming and democracy work respectively). Both of these agencies face similar performance challenges with slow moving bureaucracies causing significant lags in reporting. These challenges will be mitigated by close engagement to expedite programming including embedding a DFID advisor within UNICEF.

We will collaborate with the relevant divisions in DFID London to work for reform of multilaterals locally including the One UN reforms, greater VfM and continued decentralisation to country offices of World Bank and African Development Bank technical staff. We will also work closely with DFID's Africa Regional teams on cross border issues such as trade (especially the North-South corridor) and climate change. We will support the implementation of DFID's Africa Climate Change Strategy in Zambia and seek opportunities for International Climate Fund projects to benefit Zambia.

DFID Zambia is **well placed to deliver its programme having restructured in May 2010**. There are three delivery teams (the Results and Effectiveness Team, the Growth and Governance Team and the Human and Social Development team) supported by a Corporate Services Team. Further minor restructuring may be necessary as priorities, resources and the local context shift.

## 4) Delivery and Resources (continued)

### Programme Spend

Pillar/Strategic priority	2010/11		2011/12		2012/13		2013/14		2014/15		TOTAL*	
	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000
Wealth Creation	11,500		11,000		11,500		12,500		13,000		48,000	0
Climate Change	485		0		0		0		0		0	0
Governance and Security	13,500		12,000		10,500		10,000		9,500		42,000	0
Education	9,450		7,500		6,500		6,000		5,000		25,000	0
Reproductive, Maternal and Newborn Health	2,950		5,000		2,000		3,000		3,000		13,000	0
Malaria	6,200		3,000		3,000		5,000		6,000		17,000	0
HIV/AIDS	1,050		1,000		3,000		4,000		5,000		13,000	0
Other Health	4,200		4,000		5,000		4,000		4,000		17,000	0
Water and Sanitation	1,400		3,000		4,000		6,000		6,000		19,000	0
Poverty, Hunger and Vulnerability	4,000		8,500		9,500		11,500		11,500		41,000	0
Humanitarian											0	0
Other MDG's											0	0
Global Partnerships											0	0
<b>TOTAL</b>	<b>54,735</b>	<b>0</b>	<b>55,000</b>	<b>0</b>	<b>55,000</b>	<b>0</b>	<b>62,000</b>	<b>0</b>	<b>63,000</b>	<b>0</b>	<b>235,000</b>	<b>0</b>

\* This total does not include the baseline year 2010/11



## 4) Delivery and Resources (continued)

	2010/11	2011/12	2012/13	2013/14	2014/15	Total*
	£'000	£'000	£'000	£'000	£'000	£'000
Frontline staff costs - Pay	1,084	1,375	1,475	1,500	1,525	5,875
Frontline staff costs - Non Pay	682	620	650	675	700	2,645
Administrative Costs - Pay	420	300	250	275	300	1,125
Administrative Costs - Non Pay	185	120	100	90	80	390
<b>Total</b>	<b>2,371</b>	<b>2,415</b>	<b>2,475</b>	<b>2,540</b>	<b>2,605</b>	<b>10,035</b>

\* This total does not include the baseline year 2010/11

## 4) Delivery and Resources (continued)

### Efficiency savings

Delivering Programme Efficiencies		Residual cost in the SR period, £'000
Category	Details	
Strategic Reprioritisation	Budget Support will be reduced as a proportion of the programme from 45% in 2011/12 to 29% in 2014/15 to allow more resources to be focused on more direct poverty reduction interventions.	£86,000
	The following programmes will no longer be implemented, with funds redirected towards higher priority new programmes: – Investment in Ministry of Health HR IT System (£4 million over 4 years) – Private Sector Regulatory Environment Programme (£2.5 million)	£0 £0
Further examples of Programme efficiency	Funding for the national AIDs response will be channelled through joint financing arrangements managed on our behalf by other donors. This should significantly reduce DFID's administrative burden (not yet quantified).	
	Funds to procure malaria prevention and treatment commodities will be channelled through USAID, ensuring faster procurement and programme management savings for DFID (not yet quantified).	

	2011/12		2012/13		2013/14		2014/15	
	PAY £'000	Non Pay £'000	PAY £'000	Non Pay £'000	PAY £'000	Non Pay £'000	PAY £'000	Non Pay £'000
Administrative Cost * Savings Initiative								
Reduction in Travel		8		1				
Reduction in Training								
Reduction in Estates & Property Costs		5						
Reduction in costs as a result of Office Restructuring	130	5	40	5				
Other Reductions **	10	27		24				
<b>Total</b>	<b>140</b>	<b>45</b>	<b>40</b>	<b>30</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

\*All savings are listed solely for the year in which they begin, although measures are such that the savings will persist over time.

\*\* Includes savings resulting from moving security costs to Front Line Costs including 50% of Security Officer.

# 5) Delivering Value for Money

## VfM Strategy and Action Points for 2011-2015

To embed and improve VfM in the delivery of the Zambia programme we will ensure rigorous economic analysis of all programmes to inform all stages of the project cycle. To inform ongoing VfM analysis we will ensure that all programmes have developed comprehensive M&E frameworks, including impact evaluation wherever possible. Concrete actions to be delivered by programme teams include:

- Ensuring that economic appraisals of all new programmes follow the improved guidance and are peer reviewed by the economics network
- Reviewing economic appraisals of all existing programmes as part of the annual review process
- Continue to develop procurement skills through internal peer review and development support from Procurement Group as necessary
- Demand VfM from partners, especially on procurement with more systematic assessment of whether working through others represents better VfM
- Reducing fiduciary risk through periodic reviews of partners financial and reporting systems
- Ensuring that all partners (GRZ, NGOs, CSOs) use DFID funds appropriately and meet our admin criteria (e.g. using economy class travel only)

Informed by DFID's policy refresh we will seek to design a new approach to PRBS in Zambia that focuses more on results and VfM in dialogue and assessments of performance with funding aligned to delivery. Concrete actions to be delivered by the Results and Effectiveness Team include:

- Full economic appraisal of proposed new budget support programme to be completed by April 2011 as input to Project Documentation
- Revised Performance Assessment Framework (PAF) for PRBS in Zambia to be developed by June 2011
- Our PRBS funding will be tied to specific performance targets

To help improve VfM and reduce risk of corruption around all public spending, including budget support, DFID will continue to lead in the area of public financial management with a particular focus on sectors that are central for delivering our results bid e.g. health. We will continue to engage with Government in Public Expenditure Reviews and Public Expenditure Tracking surveys. Concrete actions to be delivered by the Governance and Growth Team include:

- Support GRZ to develop a new PFM strategy to achieve better VfM inter alia through more competitive procurement and tighter controls
- Design of a new programme of support to Public Financial Management Reforms to commence in January 2013

We will continue to seek improvements in VfM around DFID's own operating costs by:

- Pursuing the consolidation of our corporate services with those of UK Government partners in country
- Looking at whether services can be outsourced locally to the private sector, increasing our purchasing power through joint procurement with UK Government partners and maximising the use of UK Government owned accommodation for staff
- Regularly testing the market for local suppliers

To embed VfM further into our day to day business we will seek to improve our skills, systems and structures. We will retain at least a significant level of economic advisory capacity which will have a major focus on providing VfM support to sector programmes teams. We will enhance systems of peer review and economic and VfM analysis in programme design and reviews. We will continue to develop procurement and programme management skills across programme teams, thus improving our forecasting performance and ensuring that we are able to maintain VfM across our expanded portfolio .

We will harness Corporate and Divisional financial improvement strategies and tools to ensure we have the correct systems, procedures and practice in place to drive continued improvement in financial management.

## Key Challenges on VfM

- The fundamental challenge in embedding VfM analysis remains limited data and evidence, due to weak statistical skills within Zambia and limited demand from policy makers and civil society. To mitigate this we will continue to support Zambia's Central Statistical Office to improve the availability and quality of national statistics. We will continue to work with the Ministry of Finance and National Planning to develop their ability to demand and make effective use of evidence in policy making. Also new programmes of support to civil society will be developed to increase economic advocacy and independent policy research.

## 6) Monitoring and Evaluation

### Monitoring

- The operational plan and results framework will be monitored in full twice a year with the participation of senior management and all programme teams. Light touch assessments will also be carried out quarterly. A short report summarising progress, successes and challenges, will be produced following the mid year review and a more detailed report, highlighting lessons learned, and addressing any adjustments to targets and risks, will be produced at the end of each year. This will include an assessment of progress against gender indicators.
- All programmes will be monitored and reviewed regularly. Team work plans will include a timetable of activities to be completed each quarter to ensure progress is on track, and progress against team work plans will be monitored by senior management quarterly. Following each quarterly meeting, teams will revise their work plans to reflect any adjustments required for the following quarter. A short report of each meeting will be produced, identifying action points.
- The Corporate Services team will conduct internal monitoring of service delivery to DFID staff and will provide data on key performance indicators quarterly.

### Evaluation

#### Evaluations underway:

- A joint donor evaluation on PRBS is currently underway and results are expected early 2011.
- The Cash Transfer (CT) programme includes an impact evaluation. The base line survey has been completed and final outputs are expected in 2014. To ensure sustainable monitoring and lessons learning, the programme is also supporting the development of a management information system and improving operational skills in the Ministry of Community Development and Social Services.
- The evaluation of the Public Expenditure Management and Financial Accountability programme (PEMFA) was completed earlier this year and the findings will feed into future support to public financial management.

#### Planned evaluations:

- The CT evaluation will continue until 2014. Evaluations will also be conducted for a number of Governance programmes, including the Parliamentary Reform, Zambia Governance Fund, Anti-Corruption and Deepening Democracy programmes.
- In the wealth creation pillar, we will conduct an impact evaluation of the agriculture markets programme.
- Under the International Health Partnership maternal health programme there will be an evaluation in July 2011 of demand creation community activities results. An impact evaluation of the community health workers pilot will be completed by March 2013. Any new family planning and nutrition programme that is approved will incorporate an impact evaluation.
- Future support to address water and sanitation access will also include an evaluation (likely to be linked to nutrition).
- The overall proportion of our spend that is currently planned to be covered by an **independent evaluation stands at 42%** for the period of this plan. The figure for 2011/12 stands at 61%, falling to 31% in 2014/15. Figures for later years will rise as more of the programmes are designed in detail and plans for their evaluation are made more concrete.

### Building the tools and skills of partners

- DFID Zambia is working with the Ministry of Finance and National Planning to support the development of the national monitoring and evaluation frameworks. We also plan to develop national ability to produce quality statistics needed for national planning and policy processes. Our support to the Zambia Institute for Policy Analysis and Research will also support the development of skills for research and use of evidence in economic policy making and planning processes.
- There is limited capacity across partners to conduct evaluations and demand in Government is weak – we will proactively seek opportunities to develop demand and skills.

## 7) Transparency

Transparency is one of the top priorities for the UK Government. We will meet our commitments under the UK Aid Transparency Guarantee: we will publish detailed information about DFID projects, including programme documents and all spend above £500. Information will be accessible, comparable, accurate, timely and in a common standard with other donors. We will also provide opportunities for those directly affected by our projects to provide feedback.

We will ensure that the information we publish is of high quality and in plain English. A success criteria in performance management objectives, particularly for those staff involved in making payments and drafting project documents will be introduced to monitor this. We will also continue to employ good information management practices within the office, such as using clear naming conventions in our filing system, so that there is consistency across DFID Zambia projects and that this information can be easily understood by members of the public accessing the projects database.

We will increase the amount of information we share with our partners and members of the public by making communications materials such as programme fact sheets, case studies and core briefs more readily accessible in the reception area of our office and on our country website pages. This will help to demonstrate more clearly our objectives in Zambia and the results that are being achieved. This Operational Plan will be published to ensure that Zambians are able to understand our work and the results we are aiming for. It will only be published in English, rather than any of the seven major local languages, as English is the official national language and none of the local languages is spoken by a majority of the population.

Much of our work in building accountability will be geared towards building a climate of more disclosure of information by other public institutions and using this for more debate and challenge around public policy (eg via our economic advocacy programme). This will include working with Government to streamline and simplify public dissemination of the national budget as well as working to build the skills of Zambian civil society so that they can better use information to hold decision makers to account. We will also continue to work with our partners to be more transparent themselves in accounting to their constituencies on their decisions, results and use of resources.

We will continue to involve beneficiaries in the design, monitoring and evaluation of our programmes as this will provide useful feedback on what has and has not been successful. Specifically in the health sector, we will provide support to civil society to conduct “voices of the poor” user surveys to assess whether health services are meeting the needs of beneficiaries on the ground and to help us and other donors ascertain whether our central support to health is effective.

Our bilateral and multilateral partners are moving in the direction of greater openness and transparency and we will, through the Joint Assistance Strategy for Zambia, continue to work together to ensure that comprehensive and timely aid information is made available. We will also continue to support the Ministry of Finance to further develop its own Aid Information Management System so that information, particularly on aid flows, can be made more publicly accessible.

# Annex: DFID Zambia Gender Strategy

## Context

Zambia has shown limited progress on a range of gender indicators. This is coupled with a lack of progress in meeting MDG poverty targets. Despite being a peaceful country with strong economic growth, **Zambia ranks 124 out of 137 countries in the Gender Inequality Index.**

Gender has taken on a particular economic perspective. Women are primarily engaged in agriculture, micro-enterprise, and household tasks while men dominate the mining sector and small and medium enterprises. A high proportion of Zambian women in rural areas live in extreme poverty (**82% of female headed households live in extreme poverty**), with little access to basic services, few opportunities for a sustainable livelihood, and limited protection and support from legal and state institutions.

Decreased opportunities for women are reflected in both local and national-level representation of women. Currently, **only 12% of MPs are women (22 out of 158) and at a local level, only 9% of council seats (387 out of 4,095) are filled by women.** Although the Constitution protects the equal rights of men and women, it equally allows the application of customary laws and cultural norms which are heavily biased towards male dominance, thus creating disadvantages for women.

There is widespread risk of violence against women in Zambia. Recent reports suggest gender based violence is on the increase and that nearly half of Zambian women have been subjected to violence in one form or another. Adolescent girls are particularly vulnerable to gender based violence in the home, school and community. In the 2007 Demographic and Health Survey, **more than half of females aged 15-24 thought that wife beating was justified under certain conditions, a third of whom had experienced physical violence since the age of 15.** In a recent study among adolescents conducted by the Population Council, **53% said girls in their school experience some form of sexual harassment.** Nearly half of girls in Zambia are married by the time they are 18.

The vulnerability of women and girls is particularly evident in their disproportionately high rates of HIV infection. **HIV prevalence among 15–19 year old females is 5.7 percent (compared with 3.6 percent for males), and 11.8 percent among 20–24 year old females (compared to 5 percent for males).** Young females are twice as likely to be infected as young males (Zambia DHS 2007).

The following slide details the actions we will take to ensure that women and girls remain at the heart of our work.

# Annex: DFID Zambia Gender Strategy

## Approach

DFID Zambia is committed to transforming the lives of women and adolescent girls, ensuring that they are at the heart of our strategies and interventions. We will seek to achieve this by:

- Commissioning, together with the Government of Zambia and other donors, a **Joint National Gender Sector Analysis with a particular focus on Adolescent Girls** which will
  - Identify the strategic issues facing women and girls in Zambia and recommend interventions to address the key constraints to gender equality,
  - Identify how we can work better with Government and donors to develop a more effective response to address empowerment of women and girls,
  - Have a particular focus on building the assets of women and girls, reducing gender based violence and improving health outcomes;
- Undertaking a strategic **Gender Audit** which will enable us to make more efficient use of our programming resources to deliver positive change for women and girls;
- **Improving health outcomes** for women and girls through
  - reducing maternal mortality from 591 to 443 deaths in every 100,000 births,
  - doubling the number of pregnant women sleeping under treated mosquito nets (from 43% to 85%);
- **Directly reducing poverty, hunger and vulnerability** among women and girls through
  - providing 36,000 women with social cash transfers,
  - doubling the number of pregnant women taking iron-folic supplements;
- **Giving women and girls greater control over their reproductive rights** and assisting them to delay first pregnancy through
  - providing 134,000 women with access to modern contraceptives,
  - reaching out to adolescent girls with quality sexual and reproductive health services,
  - by increasing the Contraception Prevalence Rate among women and girls from 33% to 53%,
  - by increasing the percentage of male circumcision from 13% to 30% (reducing by 60% the number of women and men becoming infected with the HIV and Aids);
- **Creating Zambia's first large scale network of safe spaces for 10,000 adolescent girls** which will build their social networks, increase basic financial and health education and provide them with access to formal savings accounts;
- **Increasing the assets of women and girls** through
  - increasing access to finance to 110,000 women,
  - provision of improved agricultural inputs and advice to 33,000 women and improved marketing services to 15,000 women,
  - creating an additional 10,000 jobs for women;
- **Increasing the number of women in leadership and decision making positions** including
  - increasing the proportion of women MPs from 15% to 20%,
  - increasing the proportion of women in leadership roles in the public sector from 16% to 25%.

We will work closely with the Government, donors, international partners (such as the Girl Hub and UNICEF) and civil society (including the Population Council and Marie Stopes International) to achieve all of these results.