

## APPENDICES

### APPENDIX 1: THE PARTICIPATORY PROCESS IN THE ZAMBIAN PRSP

This PRSP has been prepared after extensive consultations involving the Cabinet, the legislature, government bodies, the private sector, academia, NGOs, donors, and the provinces. The Ministry of Finance and National Planning was tasked with the responsibility of being overall coordinator of the process of producing this PRSP. Within the Ministry, a PRSP secretariat drawing members from the Ministry itself, the Ministry of Community Development and Social Services and the Bank of Zambia provided day-to-day coordination. Members of this secretariat were later absorbed into the newly established Planning and Economic Management Department which, towards the end, also assumed the overall responsibility of coordinating the completion of the PRSP. The PRSP secretariat worked closely with other government ministries and the latter provided the chairpersons of the sector working groups (described below). This ensured that while overall participation in the PRSP preparation embraced the whole society, the process also became deeply grounded within government. This is critical for smooth implementation. The rest of the details of the consultative process are set out below.

#### ***Awareness Seminars***

The initial activities in preparing the PRSP were awareness seminars. In these seminars, the basic concept of the PRSP and associated relationships such as PRGF and HIPC were explained. The significance of the PRSP was also outlined. These seminars not only created a general awareness about the PRSP but also provided an opportunity for the participants to have a say on the PRSP's road map and processes. The first seminar was held for senior government officials (heads of departments and above), including provincial administrators. This was considered necessary out of experience with previous programmes that indicated that even within government, sharing of information and understanding of programmes is not always adequate. An awareness seminar was also held for government Ministers and senior parliamentarians. A seminar was held for general stakeholders at which agreement was reached on how to advance the preparation of the PRSP.

#### ***PRSP Working Groups***

The key output from the stakeholders' seminar was to establish eight working groups to work on poverty issues and the PRSP. Each group drew members from government, business, academia, church, NGOs, professional associations, and donors. Over a period of six months, they devised plans on how to reduce poverty from sectoral perspectives. In parallel, specialised institutions were requested to make presentations to the working groups on important cross-cutting issues such as HIV-AIDS, roads, water, etc. They were also requested to initiate draft papers to be included in the PRSP on those topics.

The working groups and specialised agencies produced zero drafts of the PRSP. These basic papers provided discussion material in seminars organised for working group participants and other interested parties to make peer evaluation of the individual papers and to establish cross-sectoral linkages. Such seminars were used for prioritising the various proposed interventions against the estimated resource envelope. Interventions considered less important were dropped out through consensus.

The PRSP has benefited from earlier plans for poverty reduction. In 1999, for example, the government produced a National Poverty Reduction Action Plan (NPRAP) that attempted to

articulate specific strategies towards this goal (Box 1). This formed a useful starting point in the PRSP process towards prioritisation. The PRSP has drawn a lot from the NPRAP, especially in the social sectors and the cross-cutting issues. The key addition that has been made is the emphasis on stimulating higher economic growth for the reasons already indicated above. Although growth is mentioned in the NPRAP also, it is hoped that that the strategies for attaining it are clearer in the PRSP.

Further consultations for the PRSP came from the review of literature on poverty in Zambia. In particular, a lot of research has been conducted in areas such as children deprivation, female deprivation, HIV-AIDS and its effects, etc. Moreover, participatory research was done with communities regarding their perception of poverty, its causes, and what they themselves consider to be the appropriate solutions to combat it. The results of the studies were taken into account during the preparation of this document.

**TableA1:National Development Priorities in the NPRAP, 2000-2004**

<p><b>1. EFFICIENT MANAGEMENT</b></p> <p><b>Problems to Address:</b></p> <ol style="list-style-type: none"> <li>i. Build capacity for improved social service delivery.</li> <li>ii. Improve institutional capacity for effective planning, monitoring, and evaluation.</li> <li>iii. Improve logistical and information systems to support effective decision-making.</li> <li>iv. Build district capacity to manage education and health services.</li> <li>v. Accelerate issuance of title deeds to land and housing.</li> </ol> <p><b>Primary Target Beneficiaries</b></p> <ol style="list-style-type: none"> <li>i. Central Government.</li> <li>ii. Population.</li> </ol> <p><b>2. SUSTAINABLE ECONOMIC GROWTH</b></p> <p><b>Problems to Address:</b></p> <ol style="list-style-type: none"> <li>i. Construct/rehabilitate rural roads network and develop communication systems in rural areas.</li> <li>ii. Promote rural electrification and use of alternative sources of energy.</li> <li>iii. Promote private sector marketing of inputs.</li> <li>iv. Provide financial, social and market intermediation in the informal sector.</li> </ol> <p><b>Primary Target Beneficiaries</b></p> <ol style="list-style-type: none"> <li>i. Private sector enterprises</li> <li>ii. Rural poor smallholder farmers</li> <li>iii. Urban poor</li> <li>iv. Population</li> </ol> <p><b>3. HUMAN RESOURCES DEVELOPMENT</b></p> <p><b>Problems to Address:</b></p> <ol style="list-style-type: none"> <li>i. Increase access to basic education and improve supply of educational equipment and materials</li> <li>ii. Increase access to skills development and vocational training</li> <li>iii. Improve health and nutrition of school pupils</li> <li>iv. Provide essential and cost-effective primary health care services</li> <li>v. Increase access to clean and safe water and sanitation for rural areas</li> </ol>	<p><b>Primary Target Beneficiaries</b></p> <ol style="list-style-type: none"> <li>i. Unemployed Youth</li> <li>ii. Rural poor smallholder farmers</li> <li>iii. Central Government</li> <li>iv. Population</li> </ol> <p><b>4. TARGETED GROUP INTERVENTIONS</b></p> <p><b>Problems to Address:</b></p> <ol style="list-style-type: none"> <li>i. Provide safety net for unemployed persons, including retrenchees</li> <li>ii. Targeted food security, health and nutrition interventions to areas with high poverty levels</li> <li>iii. Implement land resettlement initiatives for displaced workers</li> <li>iv. Provide infrastructure support for disabled persons</li> </ol> <p><b>Primary Target Beneficiaries</b></p> <ol style="list-style-type: none"> <li>i. Unemployed Youth</li> <li>ii. Rural poor smallholder farmers</li> <li>iii. Central Government</li> <li>iv. Retrenchees, Children, Disabled and Female and Child headed households</li> <li>v. Population</li> </ol> <p><b>5. CROSS-CUTTING PRIORITIES</b></p> <p><b>Problems to Address:</b></p> <ol style="list-style-type: none"> <li>i. HIV/AIDS</li> <li>ii. Environmental Management</li> <li>iii. Human Rights</li> <li>iv. Promote gender equity and the role of women in economic development</li> </ol> <p><b>Primary Target Beneficiaries</b></p> <ol style="list-style-type: none"> <li>i. Population</li> </ol> <p><b>6. URBAN DEVELOPMENT</b></p> <p><b>Problems to Address:</b></p> <ol style="list-style-type: none"> <li>i. Improve and legalise unplanned peri-urban settlements</li> <li>ii. Rehabilitate urban water supply and management</li> <li>iii. Increase access to adequate housing in urban areas</li> </ol> <p><b>Primary Target Beneficiaries</b></p> <ol style="list-style-type: none"> <li>i. Urban population</li> </ol>
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### **Provincial Consultations**

An additional method of participation has been to involve rural areas. In each province 10 delegates from districts in that province comprising the administrative district head, a few

sector experts like agriculture, health and education, a representative of traditional leaders and NGOs/churches convened at the provincial headquarters in a PRSP consultative conference. In each province, the provincial leadership chaired the PRSP conference.

In the provincial conferences participants were encouraged to discuss poverty reduction at different levels including its meaning, its causes, what outsiders could do to help reduce it, and what the locals could do to reduce it. The participants were then exposed to the ideas that were developed in the working groups and then finally, after considering the submissions from the Lusaka working groups, they had the opportunity to reflect on the priorities they had earlier made. As wrap up of the provincial consultations, the delegates produced a list of priority interventions for poverty reduction. Such priorities have been reflected in this PRSP.

Table A.1 summaries the key concerns that came out of the provinces. Although their explanations for poverty are not entirely the same, there is some commonality. Generally, rural folk see rising poverty in their midst as being closely linked to a liberalised agricultural policy, which, however, is considered a failure. Other general concerns almost in all provinces include poor roads and infrastructure, lack of jobs, poor access to health due to distance to health centres, distant water sources, and poor quality teaching although access is usually enough. Area specific complaints included livestock diseases, physical insecurity due to conflict across the borders, and individual factors such laziness, early marriages, etc.

In urban provinces, the greatest concern is lack of gainful employment opportunities and poor and expensive health and education facilities, despite the proximity of the service stations.

Given the multiplicity of problems, which cannot all be solved at once, this PRSP addresses provincial concerns in the following ways:

- The commitment to provide basic education, health, water and sanitary services as outlined in the sector papers should be unwavering in rural areas. The strongest interventions will be in areas where the quality of human life in terms of social services needs most attention. These interventions, if successful, guarantee investments in human capital and although job opportunities may in the short term be limited in those areas, individuals who succeed to enhance their human capital as a result of interventions in health and education get empowered with the option of moving to locations in the country with better livelihood prospects.
- In any case, they become better equipped to deal with the external environment.
- A similar strong commitment to rehabilitate and maintain all key infrastructure such as trunk roads and feeder roads is made.
- As most poor people are found in rural provinces, the key problem of food security will be addressed strongly using the methods outlined already.
- Beyond this level, the government recognises that general prosperity in the provinces will partly also depend on the part that provinces play in attracting and facilitating good investments in areas like tourism and agriculture. Every part of Zambia is sufficiently endowed to take advantage of this opportunity.

**Table A2: Summary of provincial consultations on interventions for poverty reduction**

SECTOR/AREA	CENTRAL	COPPERBELT	EASTERN	LUAPULA	LUSAKA	NORTHERN	N/WESTERN	SOUTHERN	WESTERN
AGRICULTURE									
	Incentives for farmers/timely input supply	Timely input supply	Cooperatives/improve work ethic and attitude	Sensitise farmers on marketing arrangements	Crop diversification	Subsidise agricultural inputs	Agro-processing	Develop early maturing crops/irrigation systems/drought resistant crops	Re-introduce subsidies
	Infrastructure: market, road and storage	Infrastructure/regulate maximum load on roads: penalties	Infrastructure: storage, road	Empower farmer associations/cooperatives in entrepreneurship	Improve input supply	Promote organic farming	Timely input delivery	Reduce animal diseases	Crop diversification
	Cooperatives as business entities	Provide information on available land; regulate quantity of land to individuals; faster land acquisition; repossession period to reduce; provide land information in local languages	Extension services/farmer training/improved access to information: radio, etc.		Form cooperatives	Timely delivery of inputs	Form cooperatives	Re-introduce subsidies on agricultural inputs	Promote sustainable agriculture
	Easy credit terms	Cooperatives for easy credit terms	Improve input supply/decentralise selection of targets for input delivery		Encourage systematic urban agriculture	Promote conservation farming	FRA to import stocks after buying locally first	Protect agricultural areas from game area animals	Livestock disease prevention
			Easy credit terms/financial discipline: pay back		Protect crops from animals	Create credit facilities for farm inputs	Protect strategic local industries (e.g. Nitrogen Chemicals)	Exploit natural comparative advantage in farming: wetlands for rice growing	
			Crop diversification/commercial seed banks				Subsidise agricultural inputs		
							Improve access to input distribution centres for the remotest parts		

SECTOR/AREA	CENTRAL	COPPERBELT	EASTERN	LUAPULA	LUSAKA	NORTHERN	N/WESTERN	SOUTHERN	WESTERN
<b>INDUSTRY</b>									
	Provide investment incentives	Reduce input/raw material costs	Improve access to credit/finance	Invest in rural-based processing of agricultural, mineral, and fish products	Provide incentives to investors to invest in remote areas		Promote agro-processing in honey and pineapples for export by way of finance and knowledge	Review tax regime to encourage local production	Decentralise investment centre to provinces
	Provide finance to small-scale entrepreneurs		Improve small-scale entrepreneurs		Recapitalise state enterprises		Provide reliable sources of finance and savings	Promote meat processing for export, timber, thatching grass, hide tanning, and cigarette manufacturing	Create good tax regime
	Provide infrastructure								Establish industries that use local materials: glass, cattle hides, timber
<b>TOURISM</b>									
			Develop tourism potential				Establish cultural villages at chiefs' palaces to attract tourists	Adopt business approach to traditional ceremonies	Include Liuwa National Park and Sioma-Ngwezvi in TDP
							Put up attractive centres at districts with rare site/tourist attractions	Improve security in tourist centres	Decentralise ZNTB to provinces
							Finance cultural ceremonies	Diversify tourism from wildlife base	
								Promote local tourism by Zambians	

SECTOR/AREA	CENTRAL	COPPERBELT	EASTERN	LUAPULA	LUSAKA	NORTHERN	N/WESTERN	SOUTHERN	WESTERN
<b>MINING</b>									
				Increase investment in mining sector				Invest in exploration of new areas and exploitation of potential areas	Streamline mineral exploration and extraction
<b>HEALTH</b>									
	Improve health facilities/build new health centres	Legalise use of safe traditional herbal medicines	Improve access to medical centres	Improve water and sanitation	Campaigns on preventive health/HIV/AIDS campaigns	Improve water and sanitation	Scale up HIV/AIDS campaigns/VCT activities and centres	Establish strong research on traditional medicines	Involve traditional and political leaders in AIDS fight
	Provide adequate health staff	Make medicines affordable	Construct more district hospitals	Scale up HIV/AIDS campaigns	Family planning	Increase health education	Provide ARVs for HIV/AIDS patients	Distance to clinic and not population density should guide clinic sites	Improve health personnel and centres, and retain staff in rural areas
	Improve drug supply/availability	Improve drug supply and availability	Construct health posts/centres		Improve medical equipment and health infrastructure	Increase health personnel/centres/equipment	Provide contraceptives and family planning services	Strengthen doctor outreach programmes	
		Increase medical personnel and centres	Promote good health practices		Provide more medical personnel and facilities	Scale up HIV/AIDS campaigns	Provide more health training institutions	Improve funding to medical facilities	
		Scale up public health information campaigns	Improve nutritional activities		Provide good incentives to medical personnel		More health staff and facilities	Improve public health campaigns, especially HIV/AIDS and behavioural change	
		Increase family planning	Change health seeking behaviour				Improve drug supply		
			Implement preventive health care				Subsidise medical personnel in rural areas		

SECTOR/AREA	CENTRAL	COPPERBELT	EASTERN	LUAPULA	LUSAKA	NORTHERN	N/WESTERN	SOUTHERN	WESTERN
<b>EDUCATION</b>									
	Increase access to schools/education	Build more community -based schools/distance learning institutions	More literacy classes/community -based schools	Improve education facilities, teachers' conditions, distribution of learning materials	More community schools and skills training centres	Provide affordable basic education	Include survival and life skills in syllabi	Focus on education quality (learning achievement), not schools, pupil, and teacher numbers	Complete incomplete schools/build more schools
	Increase literacy classes, teachers, providers/centres	Promote girls' education	Improve teachers' conditions of service	More literacy classes/emphasise importance of education	Build more schools and vocational training centres	Provide qualified teachers	Provide qualified staff with improved conditions of service	Improve teachers' conditions of service	Retain more teachers in rural areas/improve teachers' conditions
	Improve teachers' conditions of service	Encourage local language use in primary schools	Intensify education bursary scheme		Improve rural school staffing and teachers' conditions	Provide more literacy materials and instructors	Introduce bursary schemes for all education levels	Introduce skills training	Guarantee education up to Grade 9
	Improve skills content in curriculum	Make school fees affordable for primary education	Upgrade primary schools		Bursary scheme needed/subsidise tertiary education	Provide more financial and material logistics	More tertiary learning institutions	Review policy on uniforms	
	Increase teachers and schools	Improve planning/management of MOE	More teachers and equipment in schools			More schools, teachers, and education materials	Encourage parents to send children to school and participate in children's education	Recruit and deploy more teachers	
	Mainstream HIV/AIDS in curriculum Provide adequate teaching materials	Improve staffing levels in schools, and teachers' conditions of service	Accelerate PAGE					Establish a university in the province	
<b>ENVIRONMENT</b>									
			Promote sustainable exploitation of natural resources					Establish a forestry programme for afforestation	Establish forestry commission
			Adopt environment-friendly practices						Establish an integrated research system

SECTOR/AREA	CENTRAL	COPPERBELT	EASTERN	LUAPULA	LUSAKA	NORTHERN	N/WESTERN	SOUTHERN	WESTERN
<b>ENERGY</b>									
		Reduce electricity tariffs	Connect more areas to national electricity grid and electrify districts			Implement rural electrification		Energy prices should be poverty sensitive	Connect Kaoma, Lukulu and Shang'ombo to national electricity grid
								Electricity earnings should be retained in province (a %)	
								Effect rural electrification programme	
<b>GOVERNANCE</b>									
		Civic awareness for the electorate to elect credible leaders	Reduce crime rate	Funding from treasury should be disbursed directly to districts	Aspiring candidates for elected office should reside in area of standing	Build capacity at provincial administration level for monitoring of use of public funds	Establish effective drug and alcohol abuse prevention system	Empower local authorities to make independent decisions and operate in a fiscally decentralised system	Funding should be increased and more decentralization needed for effective performance
		Exhibit political will in policy implementation	Improve support mechanism to vulnerable groups	Form district joint commission	Form and strengthen security neighbourhood watches		Sensitise the public to take keen interest in policy formulation and implementation	Strengthen office of district administrators by providing legislation, staff, and de-politicisation of office to local authority level	Government should recognise right of citizens to employment and information
		Strengthen ACC			Fairly enforce criminal justice system			Members of Parliament should not sit in local government meetings	
		Increase community awareness on corruption and corrupt practices			Decentralise government functions to the districts			Make provinces autonomous but accountable to central government	
		Enforce labour laws			Establish more police posts and increase funding to the police			Sensitise residents about investment opportunities coming to their areas	
		Government should fairly enforce the Public Order Act							



SECTOR/AREA	CENTRAL	COPPERBELT	EASTERN	LUAPULA	LUSAKA	NORTHERN	N/WESTERN	SOUTHERN	WESTERN
<b>INFRASTRUCTURE DEVELOPMENT</b>									
	Build roads, especially feeder roads, and telecommunications in rural areas		Extend, improve, and rehabilitate public physical infrastructure: national electricity grid, roads, buildings, dams, wells, boreholes, and communications		Assist communities to build self-help roads and maintenance			Maintain feeder roads and construct new ones to agricultural centres	Construct bridge at Kalongola
								Establish and enforce criteria for engaging contractors	Maintain roads linking district capitals
								Government should strictly monitor and supervise infrastructure developments to ensure quality	Construct airport not airstrip
									Construct harbours, especially at Mulambwa and Kalabo
<b>GENDER</b>									
	Ensure gender balance in land acquisition and distribution, especially for female headed households		Encourage girl-child education	Encourage-girl child education and gender balance in planning and implementation of programmes		Provide credit facilities for women in food processing, tailoring, baking, and farming			Involve women in all planning and decision-making processes
			Discourage early marriages	Promote participation of women in policy, planning, and implementation of programmes					
<b>HIV/AIDS</b>									
	Increase knowledge, and attitude and behavioural changes, i.e. practice	Increase knowledge, and attitude and behavioural changes, i.e. practice	Increase knowledge, and attitude and behavioural changes, i.e. practice	Increase knowledge, and attitude and behavioural changes, i.e. practice	Increase knowledge, and attitude and behavioural changes, i.e. practice	Increase knowledge, and attitude and behavioural changes, i.e. practice	Increase knowledge, and attitude and behavioural changes, i.e. practice	Increase knowledge, and attitude and behavioural changes, i.e. practice	Increase knowledge, and attitude and behavioural changes, i.e. practice

### ***Civil Society Involvement***

The government team that coordinated the preparation of this PRSP worked closely with civil society. Civil society organisation representatives were members of the PRSP working groups described above. On top of this, they formed an umbrella organisation called Civil Society for Poverty Reduction (CSPR), which drew members from civil society groups. They established their own PRSP working groups on poverty themes that largely coincided with those of government, although not entirely. Civil society working groups generated ideas, which they passed on to their members sitting in the government working groups, which were used as discussion inputs.

Civil Society also participated in the provincial consultations as part of the government teams that went round. In addition, they organised their own teams to visit provinces as a separate exercise from that led by government. All civil society input was in the end consolidated into a report – “Poverty Reduction Strategy Paper for Zambia: A Civil Society Perspective” – which was submitted to government. This report came out before the government first draft. Government then went through their report and uplifted ideas it contained, which were not already in the government papers. These ideas were reflected in the government first draft.

### ***The PRSP National Summit***

The first draft of the PRSP was discussed at a national summit in October 2001. The summit drew delegates from different interest groups in the capital such as NGOs, the business community, churches, academic institutions, professional bodies and so on. At official level, cabinet Ministers and Permanent Secretaries of ministries participated. Resident diplomatic missions from donor countries and institutions as well as SADC countries also came as invited guests. From each province, ten delegates comprising government, local authorities, traditional leaders, local business persons, churches and NGOs etc. travelled to the national capital to participate in the PRSP summit.

Just before this summit, two separate meetings were held, one for provincial delegates and one for members of civil society. The delegates each studied the PRSP draft in detail to prepare themselves for effective discussion in the main meeting. There was general acceptance that the document reflected public views, with civil society recording that at least 80 percent of the views they had expressed in their own report to government were in the main PRSP draft. The provincial and the civil society members took notes on areas where they felt their strong points had not been adequately captured and they were given opportunity during the summit to voice this out.

The national summit agreed that the general thrust of the PRSP was acceptable. However, the issues that had been raised during the summit needed attention. Consequently, all the comments received were compiled and sent to the respective working groups that had produced the zero draft document for consideration. This facilitated participatory reaction to the comments. The working groups then revised their chapters and this was input into the final draft.

### ***Future Consultative Processes***

The consultative process undertaken in Zambia during the preparation of the PRSP has been very useful. Wider consultation with civil society has been undertaken in the past few years, which saw joint efforts to campaign for deeper debt relief. This was in addition to the collaboration in the preparation for the 2001 Consultative Group meeting.

Zambia plans to build on this participatory process beyond the preparation of the PRSP to include stakeholders at the stage of monitoring and evaluating the PRSP's implementation. Although there is no concrete plan now on how the PRSP will be implemented, government will discuss with stakeholders on how the partnership developed during the PRSP preparation can be extended to the implementation phase. This is notwithstanding the fact that the

government of the day, having been elected democratically and with the full mandate from voters, will always lead these processes and take final responsibility.