

Executive Summary

The CSPR-sponsored poverty monitoring carried out between 2002 and 2005 was in five of the poorest provinces of Zambia: Eastern, Luapula, North-western, Southern and Western Provinces. The *PRSP*, which was launched in May 2002, was initially due to end in December 2004, but was 'extended' to end in December 2005. It has generally been acknowledged that the implementation of the *PRSP* was slow to start in 2002¹. It would, therefore, be correct to say that, even with the extension, the full implementation period was approximately three years. Given the high poverty levels in Zambia, which was the background for the development of the *PRSP*, three years is a relatively short period of time to expect significant inroads to be made in reducing poverty in the country. Nonetheless, it would be a valid expectation that by the end of three years there should at least be indications of a firm start being made on the road to poverty reduction. At the very least, it would be expected that the poverty reduction interventions enshrined in the *PRSP* document would be on course.

Objectives of the Monitoring Exercises

The monitoring exercises that were undertaken by civil society, beginning with the 2002 Baseline Study, were intended to:

1. Build up the capacity of civil society-sponsored Provincial Poverty Monitoring Teams to ensure that they were able to effectively take over responsibility for future monitoring exercises;
2. Establish the actual poverty situation in the country;
3. Assess the poverty situation in nine selected districts as the baseline for monitoring PRSP interventions;
4. Track expenditures on *PRSP*-sponsored programmes and activities;
5. Monitor the impacts of *PRSP* interventions on people's lives;
6. Collect data and information for updating the *PRSP*;
7. Provide feedback to government on what was going on at the community level regarding poverty reduction and the impacts of *PRSP* interventions. This was with a view to improve upon these interventions;
8. Collect, assess and document the levels of community participation in and perceptions of *PRSP* interventions;
9. Assess community perceptions of the poverty situation in their midst;
10. Identify and document the impacts of the *PRSP* as perceived by the poor themselves;
11. Collect community-bred recommendations on how best to fill the gaps and inadequacies of PRSP interventions;
12. Contribute towards the formulation of the forthcoming FNDP.

Necessarily, the bias of the monitoring methodology was towards qualitative participatory techniques, intended to allow the poor themselves present their actual and perceived situations concerning the effects of poverty reduction programmes on their poverty situation. These techniques were combined with quantitative approaches, such as those that examined records for factual indications of funds actually allocated and spent on poverty reduction programmes, as well as actual activities implemented.

From the 2002 baseline study it was established that poverty was understood along the following seven dimensions, typically related to access/lack of access:

- i) Agriculture and food security;
- ii) Steady source of livelihood;
- iii) Structural and infrastructural mechanisms for averting poverty, e.g. adequate and appropriate extension services, adequate marketing, roads;
- iv) Social services, especially education and health;
- v) Clean and safe water and proper sanitation;
- vi) Means to cushion against seasonality shocks;
- vii) Social inclusion (participation in the life of the country).

With the proviso at the beginning of this section concerning the short duration of the *PRSP*, the following is the record sheet between 2002 and 2005, based on the reports from the CSPR-sponsored monitoring exercises.

¹ Refer to the two Ministry of Finance and National Planning progress reports: (2004) *First PRSP Implementation Progress Report, January 2002-June 2003* and (2005) *Second PRSP Implementation Progress Report, July 2003-June 2004*.

Findings, Observations and Recommendations

The following paragraphs summarise the changes and developments that have taken place in the various key sectors since the commencement of *PRSP* interventions in 2002. The 2005 situation is compared with and contrasted to the findings of previous findings of the CSCR-sponsored monitoring exercises starting with the 2002 baseline study.

PRSP monitoring exercises have been reporting positive and negative developments, as well as those areas where no developments or deteriorations have been noted. In fact lack of change has been the predominant finding. The sectors reported on include the three social sectors of education, health and water and sanitation as well as those which enable people to access means of livelihood, namely agriculture, fishing, non-farm economic activities, tourism and mining. Cross-cutting issues of HIV and AIDS, gender, environment and governance are also brought in where relevant, in addition to receiving separate direct focus.

Agriculture and Food Security

Positive changes were made in this area, mainly due to improvements in the timely delivery of farm inputs. Where they were previously not grown, such 'new' crops as early maturing cassava, cotton, paprika and rice were introduced for both direct consumption and for income generation. Other support improvements came via the Food Security Pack, the Fertiliser Support Programme, and intensive disease control measures by the Department of Veterinary Services.

An outstanding positive change reported in the 2005 poverty monitoring study in farming is the reduction of livestock diseases in Eastern and Southern Provinces. This has been brought about by intensification of veterinary services being provided, particularly vaccinations and dip tanks.

However, greater achievements were hampered due to inadequacies in:

- i) Market arrangements for farm inputs and produce;
- ii) Market information;
- iii) Access to credit, farm implements and draught power;
- iv) Extension services;
- v) Road infrastructure.

Against the background of the positive changes recorded in agriculture, poor rainfall caused decreased production in the 2004/05 season. This development underlines the urgency of establishing irrigation schemes to hedge against this natural shock in order to assure food security.

On balance, though, more negative than positive developments and changes were reported by the monitoring exercises between 2002 and 2005. The deterioration seen in farming, which is the source of livelihood for the majority of the rural poor, was said by the research informants to have been caused by a number of mainly human-made factors which could, therefore, be rectified. These factors included poor supply system of farm inputs and crop markets; poor extension services; gender inequalities in ownership, use and control of assets; soil degradation; infrastructure (including dams and roads), which had not been attended to for years; inadequate farm power and implements; and above all the fact that the poor did not have anyone listening to them. The countrywide droughts experienced in the 2004/05 farming season should be seen only as compounding the effects of the above mentioned factors.

Women were still at a disadvantage where farming was concerned. They shouldered the bulk of the farming activities and yet they did not have much say in the use, especially of the financial benefits accruing from the farming activities. Neither did they share ownership and control of assets.

HIV and AIDS were taking away both the able bodied members of the farming communities and the extension staff, thereby reducing productivity. The end result of all the above has been increased food insecurity, poverty and misery on the part of many communities.

Recommendations

Even in the prevailing liberalisation of the economy, government, which is the principal actor in development activities (including both the now phased out *PRSP* and the forthcoming *FNDP*), should:

- a) Ensure proper functioning of the farm input supply system; if necessary it should ensure re-training of the input suppliers on the differences between basal and top dressing fertilizers so that the mistakes of bringing the wrong fertilizer first does not recur in future;
- b) Effectively play its all important supervisory and monitoring roles to ensure:
 - i) timely distribution of farm inputs;
 - ii) purchase of farm produce at prices that are favourable to the farmers;
 - iii) increased numbers of extension staff, especially now that the HIPC completion point has been successfully achieved;
 - iv) promotion of irrigation schemes by providing, among other things, electricity (at an affordable price) not only to a select few but also to the many small-scale farmers. This is in view of the droughts that have hit the country several times over the past few decades;
 - v) sustenance of what has been achieved in the livestock sub-sector, i.e. control of the spread of animal diseases through vaccinations and use of dip tanks.

Above all, government should not, in the name of liberalisation or privatisation, abandon its critical role in the development of the agricultural sector on which the bulk of the population depends. Rather, it should assume and strengthen its role of regulating activities in the sector, and indeed in other sectors as well.

Fishing

One notable area of neglect is fishing, whose promotion could make a considerable contribution to food security and poverty reduction. However, major constraints still face the fishing industry, including:

- a) Depletion of the fish population;
- b) Inadequate fishing gear;
- c) Inadequate community participation in the management of the fishing industry;
- d) Dwindling financial resources in the Department of Fisheries.

Depletion of the fish population is an issue fishing communities raised and complained about, especially those fishing in the large water bodies of the Zambezi River and Lake Bangweulu. The monitoring studies have brought out this issue repeatedly. Inappropriate fishing methods and non-adherence to the fish ban have been blamed for the reduction of fish populations. Fishing communities did not take part in making decisions and regulations related to fishing activities.

Instead of increasing both the use of fish ponds and incomes derived from them the numbers of ponds that were still operating were on the decline. Women were disadvantaged in the fishing industry as they were not involved in the more lucrative aspects of the industry, including owning and operating fish ponds. The Department of Fisheries did not have adequate resources, both human and financial, to effectively address the issue.

Recommendations

- a) More funding should be allocated to the Department of Fisheries to enable it to manage the fishing industry effectively;
- b) Attention in the form of credit and training should be given to both men and women to enable them to engage profitably in the fishing industry;
- c) Appropriate mechanisms should be designed and established which would enable fishing communities participate in managing the fish industry, including the regulations regarding the fish ban.

Industry

Sources of livelihood include agriculture, which has been dealt with above; they also include industry and entrepreneurship, as an avenue for the generation of jobs, in both the formal and informal sectors. There was not much progress recorded in this area, particularly with regard to MSMEs, which hold significant potential to contribute to poverty reduction. In industry (as was also the case in tourism and mining), many of the community concerns expressed in 2002 still persisted in 2005:

- a) Lack of capital to purchase appropriate tools for MSME activities;
- b) Lack of access to credit;
- c) Bureaucracy in licensing policies;

- d) Disorganised markets for MSME products;
- e) Inadequate technical and management skills on the part of entrepreneurs.

The small-scale non-farm sub-sector deserves special mention: no appreciable changes and developments in this sub-sector were identified by the poverty monitoring teams between 2002 and 2005. This is despite the fact that this sub-sector is the main source of livelihood, especially in peri-urban areas. Absence of specific attention directed at the sub-sector is largely responsible for this inertia in its development.

The sub-sector should be revitalised through the provision of credit and funding.

Mining

The situation regarding small-scale mining with which the PRSP-related poverty monitoring exercises were concerned remained the same. Known mineral deposits in or near the study sites were not exploited. The dangers and negative impacts of running mining activities in places like Mapatizya in Kalomo District continued to worry the people. These negative impacts were the spread of HIV and AIDS in and around the mining areas and the fact that the indigenous inhabitants of the mining areas hardly benefited from the mining activities.

Recommendations

- a) Responsible authorities should exploit known existing mineral deposits;
- b) Zambian ownership of both the mines and especially of the benefits accruing from mining should be assured;
- c) There should be promotion of employment generation related to mining;
- d) The following issues should also be addressed:
 - i) presence in the sector of illegal miners;
 - ii) cumbersome procedures in the licensing of gemstone miners.

Tourism

The PRSP envisaged this sector as one of the most important economic sectors. No improvements were noticed by the monitoring teams. Tourism attractions were identified and pointed out but opportunities for developing them were not taken up.

Recommendations

Specific attention should be directed by appropriate authorities towards the development of tourism attractions like the Chinyunyu Hot Springs, which is less than an hour's drive from Lusaka. Other issues requiring attention are:

- a) Poor road infrastructure connecting areas with tourism potential to the rest of the country;
- b) Inadequate tourist facilities, such as lodges and guesthouses;
- c) Inadequate staffing of ZAWA.

Education

Concerning access, there was a major positive development in enrolment in Grades 1 to 7 due to the Free Basic Education policy (FBE). In fact, increased pupil enrolment was the single most significant development found in the education sector by the monitoring teams. Gender imbalances in numbers of both pupils and teachers still persisted; so did inadequate qualified human resources and distance to school, especially in rural areas.

The quality of education services remained unsatisfactory. The increase in school enrolments was not matched by increases in the number of classrooms nor of teachers, thereby compromising both the quality of education and the gains achieved through increased enrolments in Grades 1 to 7. Moreover, FBE did not cover the full basic education cycle of Grades 1 to 9; a serious bottleneck still remains from Grade 8 onwards.

HIV and AIDS were also having an adverse impact on the numbers of teaching staff and hence on the quality of education being provided.

Recommendations

- a) There should be quick replacement of teaching staff that have left the teaching service through death, retirement or for greener pastures. The HIPC conditions which discouraged such replacements no longer exist as the completion point has been reached;
- b) Effective and continuous incentives should be put in place which will attract teachers, especially female ones, to rural areas.
- c) School rehabilitation should continue.
- d) Fees for Grade 8 to 12 should be abolished to ensure that the many pupils who successfully complete Grade 7 proceed further in their education.

In brief, the following issues still remain to be improved upon:

- i) Pupil/teacher ratios;
- ii) Pupil/classroom ratios;
- iii) Pupil/textbook ratios
- iv) Male/female ratios.

Health

In the health sector, health centres were either rehabilitated or new ones constructed. Notable achievements were a decline in malaria incidence due to malaria control programmes, as well as a decline in infant mortality rates. There was also a marked improvement in drug supply.

However, for the majority of the poor, long distances to the available health centres hampered access, and this was compounded by deteriorating quality of service due to staff shortages.

One serious problem is that the maternal mortality rate, which had actually worsened, from 649 per 100,000 live births in 1996 to 729 per 100,000 live births in 2002 was still very far from the Millennium Development Goal ratio of 162 by the year 2015².

The 2005 monitoring exercise, in particular, reported a number of important developments which included increased sensitisation and awareness creation regarding HIV and AIDS; introduction of VCT centres and ARVs at district headquarters; rehabilitation and completion of a number of health centres and district hospitals; improvement in drug supply (which had been a serious problem over the years); and decentralisation of decision-making in some districts, particularly Senanga.

Recommendations

In order to address the still problematic areas in the sector the following recommendations are made:

- a) There should be an increase in the staffing levels of health personnel in centres that provide VCT services and ARVs;
- b) More health centres should be constructed in order to reduce distances thus saving lives, especially of mothers at the point of delivery.

HIV and AIDS

The HIV and AIDS epidemic played a particularly negative role in rolling back the country's poverty reduction potential. Not only were HIV and AIDS decimating the productive group aged between 18 and 49, in a number of critical areas the epidemic has been aggravating staffing situations that were already in dire straits, such as in education and health.

However, there has been an increase in awareness on HIV and AIDS. There should also be increased access to ARVs since they are now being provided free of charge, except that there needs to be an increase in the number of facilities providing VCT and ARVs.

² 2002 is the latest year for which maternal mortality rates are available, i.e. from the *Zambia Demographic and Health Survey, 2001-2002*.

Regarding the increasing number of orphans due to the epidemic, there has been an increase in the numbers of orphans receiving support from NGOs and CBOs.

Water and Sanitation

Regarding water and sanitation, there were no significant improvements in the areas of concern, i.e. insufficient supply of safe and clean water and accessibility to proper sanitation. Critical water shortages continued to be experienced.

In particular, water supply was perceived to have deteriorated, especially in rural areas. This was attributed to poor rains. The importance of good sanitation and its links to good health were often not appreciated. Except for ZAMSIF, which drilled boreholes and constructed sanitation facilities at health and educational institutions, there was no other major programme or project constructing or rehabilitating water and sanitation infrastructure.

Recommendations

- a) Responsible authorities should develop new water sources and rehabilitate old ones, including the many silted dams;
- b) Water supply in urban areas should be increased by connecting even peri-urban areas to existing urban water and sewerage supply systems;
- c) There should be intensified training and sensitisation on the linkages between sanitation and hygiene on the one hand and health on the other.

Gender

Culturally-based and long-standing inequalities between men and women have persisted to a large extent, thereby constraining both individual and national possibilities for advancement in wealth creation and consequent poverty reduction.

Environment

Deforestation remained a major problem because fuel wood still remained the major source of energy. For the rural areas in particular, the rural electrification was still to take off in earnest.

Conclusion

The CSPR-sponsored monitoring exercises of the *Poverty Reduction Strategy Paper, 2002-2005* reveal that implementation was generally weak.³ As a result, even given the short duration of the *PRSP*, its impact on poverty reduction was less than it could have been. The findings of the monitoring exercises, therefore, provide valuable input in the formulation of the *Fifth National Development Plan, 2006-2010* (FNDP). In particular, the findings should serve as a firm base for the continuing monitoring exercises that the Provincial Monitoring Teams will carry out during the implementation of the FNDP.

Civil society organisations played a significant role in the formulation of the *PRSP*. Although civil society did not play an equally significant role in implementation, its role in the monitoring of the *PRSP* has been vital in pointing out weaknesses and gaps in implementation. This role should be maximised during the FNDP implementation process.

³ This is also borne out in the publication, Civil Society for Poverty Reduction (2005b), *Evaluation of the 2002-2004 Poverty Reduction Strategy Paper*. Lusala