



TOWARDS SUCCESSFUL IMPLEMENTATION OF THE SEVENTH NATIONAL DEVELOPMENT PLAN (7NDP)

(The Importance of Mindset shift in the Implementation of the 7NDP)

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ABBREVIATIONS

CAGs	Cluster Advisory Groups
DDCC	District Development Coordinating Committees
FNDP	The Fifth National Development Plan
ICT	Information Communication Technology
IYF	International Youth Fellowship
MNDP	Ministry of National Development Planning
MPSAs	Ministries, Provinces and other Spending Agencies
NDCC	National Development Coordinating Committee
NDP	National Development Plans
NMEP	National Mindset Education Programme
PDDCs	Provincial Development Coordinating Committees
RISDP	Regional Indicative Strategic Development Strategic Plan
RSNDP	Revised Sixth National Development Plan
SAG	Sector Advisory Groups
SDGs	Sustainable Development Goals
7NDP	Seventh National Development Plan
WDC	Ward Development Committees

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INTRODUCTION

Over time, it has been realized that citizens’ negative mindsets are some of the key national constraints to development and social transformation in many nations. Growth of any country’s economy is only possible if citizens play their various roles and responsibilities diligently. The wealth of society is created by the collective efforts of citizens who include workers, farmers, intellectuals and entrepreneurs, among many others. If citizens do not have a culture of hard work and sacrifice, there would be minimal economic progress the country can make in spite of progressive policies. Experience has shown that countries with an entrenched culture of hard work develop faster. In view of this, the President of the Republic, His Excellency Mr. Edgar C Lungu, during the official opening of the second session of the Twelfth National Assembly of Parliament emphasized on the need for a “change of mindset” in order for the country to achieve aspirations in the Seventh National Development Plan (7NDP 2017-2021) . This analysis focused on the role of mindset in the implementation of the 7NDP whilst also depicting the need for a mindset education Programme in Zambia.¹

1. Summation from Dictionaries

WHAT IS MINDSET?

A mindset is set of assumptions, notions, and methods held by one or more people. These are beliefs held about oneself. A mindset can also be said to be a mental attitude or disposition that predetermines responses and interprets situations.²

VALUES

Values are important and lasting beliefs or ideals shared by the members of a culture about what is good or bad and desirable or undesirable. Values influence a person's behavior and attitude and serve as broad guidelines in all situations.³

THE EFFORTS OF GOVERNMENT ON MINDSET CHANGE

The Head of state and several other key leaders of Government have all emphasized on various platforms, for the need of a mindset change towards development of the country.

EXTRACT - PRESIDENT EDGAR LUNGU

Presidential Speech — Second Session of Twelfth National Assembly at Parliament



“The smart development approach is an innovative way of getting what was previously seen as difficult and time-consuming tasks, done rapidly and easily. Love, humility, truthfulness, selflessness and integrity should be at the core of our actions. This is consistent with the values we have chosen for ourselves as a nation. These values are about the change of mind-set in the way we think and the manner we do things.”

President Lungu stated that there is need for hard work at all levels of society across all sectors. The President further reemphasized that Zambia needed a mindset shift as well as embrace new models of development instead of previous models that had failed. We reaffirm that Zambians need to take President Lungu's call to hard work and mindset change seriously if the country is to attain significant and sustainable development.

EXTRACT - REPUBLICAN VICE PRESIDENT- INONGE WINA



Zambians need to change their mindset towards work

“People need to change their attitudes towards work and that change of mindset towards work in Zambia is imperative in order to achieve the much-needed national development.”

—September 19, 2015

2. Summation from Dictionaries
3. Summation from Dictionaries

EXTRACT – DEPUTY SECRETARY TO CABINET, CHRISTOPHER MVUNGA



Calls for a change of mindset to successfully implement the 7th National Development Plan -

The Deputy Secretary to Cabinet Christopher Mvunga called for a change of mindset in order to successfully implement the 7th National Development Plan. The Deputy Secretary to Cabinet stated that all Zambians must commit to ensuring that the plan is a success and that citizens must be optimistic that the set goals can be achieved.

— June 23, 2017

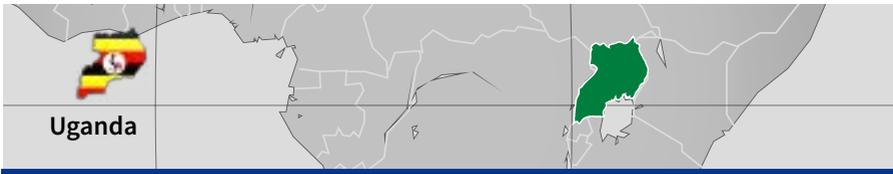
The table below depicts some factors that are needed for the successful implementation of policies / plans.

SUMMARY OF SUCCESS FACTORS

SUCCESS FACTOR	DEFINED AS...
Effective approach	A well-researched and structured process to implementation (Characterized by) clarity of vision, through attention to detail and fast decision-making.
Positive attitude	An optimistic, team-oriented disposition and a persistent determination to succeed.
Commitment	A tangible and visible political and administrative will to deliver policy.
Cooperation	Collaborative behaviour between stakeholders to a policy, (characterized by) goal alignment, the development of strong personal relationships, and a high willingness to share skills and information.
Enthusiasm	A heightened level of personal/team motivation, [characterized by] an intrinsic belief in the policy, the presence of incentives and visible political support.
Leadership	The ability to develop and command a following, [characterized by] clarity of vision and a legitimate mandate.
Ownership	A perceived state of belonging to, and responsibility for, a policy implementation programme.
Role delineation	The clear demarcation of responsibility between individuals, particularly between politicians and civil servants.
Skills and abilities	The capability and resourcefulness of individuals involved in implementation [characterized by] qualities such as extensive experience, adequate training and qualifications, and a practical approach to policy management.
Stakeholder involvement	Broad and active consultations with persons or entities likely to affect, or be affected by, the policy.
Values/beliefs	People's conviction of the 'rightness' or 'goodness' of a policy initiative, because it is consistent with their personal values.

Source: Adapted by PMRC from Brynard P.A. Mapping The Factors That Influence Policy Implementation, University of Pretoria

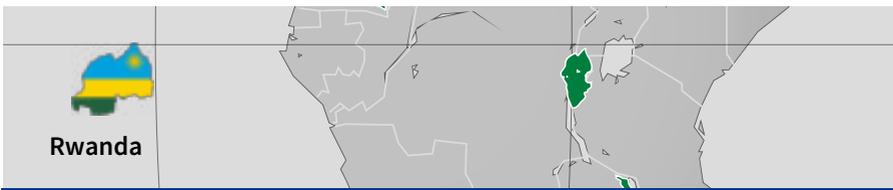
CASE STUDIES



National Mindset Education Programme

In the case of Uganda, President Yoweri Museveni, launched the **Mindset Education Programme** in July 2017 aimed at developing citizens with positive attitudes and correct mindsets for national development. The President mentioned that through the use of Mindset Education, they would be able to promote leadership skills, reduce unemployment and moral deterioration levels and create a unified mindset. Through this, people would start appreciating resources and the current situations to effect change in the country. As a follow up, The Ministry of Education and Sports in Uganda signed a Memorandum of Understanding with the International Youth Fellowship (IYF) to focus on creating a system, which delivers a radiant mindset and competencies amongst the labor force, responsive to the demands of the country.

The duo, in conjunction with Makerere University, School of Psychology and the Ministry of Information and Communication Technology (ICT) and National Guidance organized a **National Mindset Education Programme** whose objective was to sensitize the youth, educators and other stakeholders on the importance and necessity of Mindset Education in the Country. The Mindset Education Programme in Uganda is one to be applauded. It is the starting point of defining the positive fundamentals that are needed towards inculcating positive attitudes and correct mindsets for national development. This programme will be key towards the transformation of peoples attitudes in implementing national development plans and Zambia must learn from this.



Using Mindsets To Change Society

Drawing examples from Rwanda's transformational footprints from an almost failed state 22 years ago to becoming a top performer, not only in Africa, but globally, on various objective measures of growth, business climate, health, education, crime prevention, anti-corruption, women's empowerment, trust in public institutions, and freedom, among

others: President Paul Kagame stated that Rwanda opted to invest in her population's **mindset** and began this by being determined to use Rwanda's resources to address challenges. President Kagame added that, the reason why mindset is vital among citizens is simply because they are the ones who hold the most risks of transformation. First, transformational change happens at the level of mindsets.

A mindset of urgency, ownership, responsibility, and service as well as the mindset wealth creation and long-term investing is vital. *"Mindset change is not a technical challenge; it is political and social, because it is about people. Citizens bear most of the risk of transformation. They have to be included in the decisions and understand the benefits because success comes from what they do every day,"* he said, adding that citizens' success comes from what they do every day. In order for Africa to become a global leader, the mindset of its inhabitants needs to change. Rwanda is taking strides and as an example, entrepreneurship is high in Rwanda, where businesses can be started in 48 hours, compared to other countries where it takes an average of 11.1 days.

SUCCESS FACTORS TOWARDS IMPLEMENTING THE SEVENTH NATIONAL DEVELOPMENT PLAN (2017 -2021)

UNDERSTANDING 7NDP

ABOUT 7NDP



The President of the republic of Zambia Mr. Edgar Lungu launched the Seventh National Development Plan (7NDP) on 21st June 2017. The Seventh National Development Plan departs from sectoral-based planning to an integrated (multi-sectoral) development approach under the theme *"Accelerating development efforts towards the Vision 2030 without leaving anyone behind"*. The 7NDP, using an integrated approach creates an environment for the domestication of Sustainable Development Goals (SDGs), AU Agenda 2063, Regional Indicative Strategic Development Strategic Plan (RISDP), and other international, regional, multilateral and bilateral development strategies. The 7NDP forms the link between the Vision 2030 and the SDGs among others. The 7NDP is driven by 5 outcomes, which are themselves interlinked as wheels driving simultaneously towards the attainment of the Vision 2030.

LESSONS LEARNT FROM IMPLEMENTATION OF PREVIOUS PLANS

The Fifth National Development Plan (FNDP), Sixth National Development Plan (SNDP)/ Revised Sixth National Development Plan (RSNDP) all faced similar **implementation challenges**. The following challenges and observations need to cautiously be reviewed and rectified to ensure that the 7NDP doesn't face similar implementation challenges.

IN SUMMARY, the challenges range from inadequate *financing, failure to fully implement the decentralisation policy, poor uptake of results, lack of a national programme/project appraisal system as well as weak inter-sectoral coordination and programme linkages*.

To ensure successful implementation of the strategies in the 7NDP, a **positive mindset** will be key and inculcating this mindset will be the most cardinal element. Ministries Provinces and other Spending Agencies (MPSAs) **need to take ownership** of the 7NDP and collectively work upon all the challenges that hindered the implementation of previous Development Plans.

IMPLEMENTATION CHALLENGES OF PRIOR DEVELOPMENT PLAN

FINANCING; The previous FNDP and SNDP/R-SNDP were mostly supported through the annual budgets however, the amounts and unpredictability of budgetary releases negatively affected programme implementation.

From previous development plans, some programmes were not funded as provided for partly due to **funds not being availed on time** to Ministries, Provinces and other Spending Agencies (MPSAs).

Despite the previous Plans having increased allocations to sectors targeting human development, the allocations in the budgets were **not sufficient** to implement most development programmes.

The Plans were also affected by **failure to fully implement the Decentralisation Policy**, especially fiscal decentralisation, despite the approval of both the policy and its implementation plan.

They were further affected by **poor coordination among various implementing entities** and stakeholders mainly due to limitations in the institutional arrangements and technical capacities.

- There was also **poor uptake of results**, which led to implementing agencies not having timely policy guidance with regard to the implementation of the Plans. This was because of **poor appreciation of monitoring and evaluation (M&E)** in MPSAs for internal use, coupled with fragmented systems within and between Ministries.

- The lack of a national programme/project appraisal system resulted in weak prioritization of programmes/projects thereby negatively impacting on implementation.
- Although the Plans provided for M&E frameworks and systems to support decision-making processes, these frameworks and systems were unable to provide data as expected. The FNDP, SNDP and R-SNDP were structured as both policy and investment plans.
- There was also weak inter-sectoral coordination and programme linkages leading to poor implementation sequencing and, ultimately, waste of resources.

In view of responding to the observations that hindered the implementation of previous plans, the 7NDP obligates to address lessons learnt and commits to:

- Implement interventions to diversify the economy away from mining.
- Implement employment creating interventions that reduce informality and improve decent work conditions, with a special focus on rural areas.
- Re-emphasize the importance of the agriculture, mining and tourism sectors towards poverty reduction and employment creation by improving the incentives structure and removing the binding constraints to growth.
- Operationalise the Planning and Budgeting Act.
- Institutionalize results-based management in all MPSAs.



COMMENT



This is a positive start for the 7NDP focus, however all MPSAs must be made aware of the listed challenges and ensure a **deliberate attitude and mindset shift** towards a new positive approach to implementing the 7NDP. On the policy side, Government must expedite with the **full implementation of the Decentralisation Policy**, as it has a bearing on implementation of the 7NDP at the periphery level. Another critical factor is the aspect of **finances** being available and this will also be key towards implementation.

KEY REFORMS TO BE UNDER TAKEN DURING THE 7NDP PERIOD

It is however encouraging to note that during the 7NDP period, the following reforms will be undertaken.

1. **Decentralisation** – whose objective is to devolve some central government functions to lower levels with matching resources;
2. **Public Service Management Reforms** – aimed at strengthening the efficient operations of the public service for enhanced service delivery;
3. **Private Sector Development Reforms** – to create an enabling environment for the private sector to efficiently and effectively participate in the socio-economic development of the country;
4. **Public Finance Management Reforms** – aimed at improving transparency and accountability in the utilization of public resources, while enhancing systems for accounting for development results; and
5. **Financial Sector Development Reforms** – aimed at creating an enabling environment to facilitate smooth functioning of financial markets by removing bottlenecks that constrain the operations of the market.



COMMENT



The slow implementation of these reforms was detrimental to the timely realization of previous development plan goals. Therefore, the Government needs to speed up the implementation of various policy reforms and this should be coupled with new models and approached towards development, as has been learnt from the case studies provided.



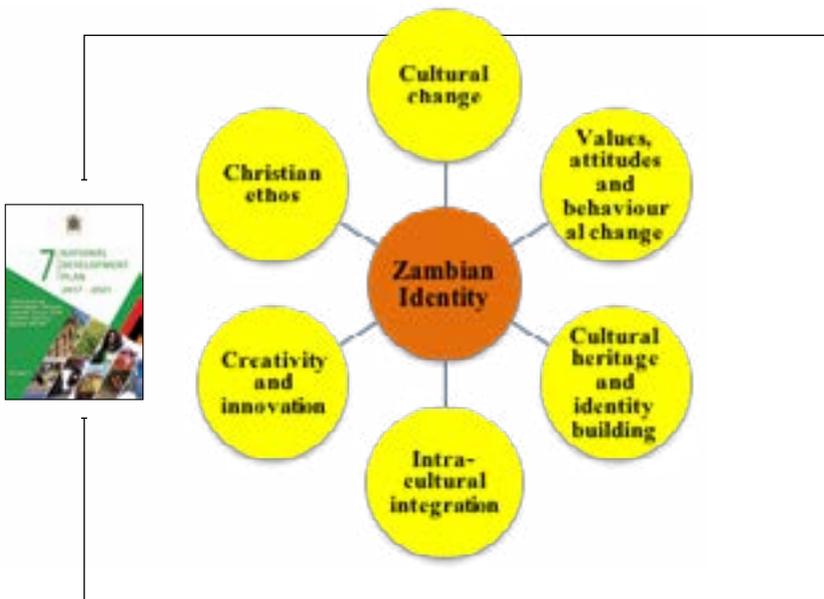
IMPORTANCE OF POSITIVE CULTURE MINDSET

Culture consists of values, attitudes and behavioural patterns and it must be observed that these aspects are intertwined in various aspects of development. Cultural traits tend to influence development in Zambia in both positive and negative ways. However, observations in the 7NDP indicate negative traits that may be detrimental to achieving rapid progress in development including:

- Poor time management
- Poor working culture
- Low productivity
- Poor reading culture
- Poor entrepreneurship culture
- Low levels of innovation
- Negative traditional beliefs and practices

These negative traits need to be **confronted and remedied** whilst building on the **positive traits of our culture**. Transforming these traits will call for widespread Mindset Education Programme, which combines positive traits towards developing a positive Zambian identity. Zambia needs an attitude and behavioural change tailored towards transforming the national development pathways among a cross-section of its people. There is need for a paradigm shift that focuses on addressing negative cultural attributes while enhancing the positive traits.

THE 7NDP IDENTIFIES THE FOLLOWING AS ELEMENTS THAT WOULD LEAD TO DEVELOPING A POSITIVE ZAMBIAN IDENTITY



Adapted by PMRC from the Seventh National Development Plan (2017 – 2021)

WHAT WILL EFFECTIVE IMPLEMENTATION OF THE 7NDP TAKE?

The key to implementation performance is understanding the specific situation where the policy initiative / plan is to be put into practice. The dynamic nature and style of implementation is also shaped by different behaviors by the political and administrative role-players concerned. It is important to understand that the implementation of a policy is the most vital phase in the policy process as it is at this stage that the success or failure of a policy is determined.



Attainment of the development outcomes contained in this Plan requires having in place a **robust coordination framework** to provide guidance in the implementation. In addition, institutional arrangements need to be clarified together with assumptions upon which the success of the Plan rests. Implementation and coordination of the Plan will equally be based on the integrated approach with a view to ensure that sectors are not only **well coordinated but are mutually reinforcing each other in the process**. The coordination and implementation approach links the vision, priorities, people's aspirations and the physical institutions. Through an elaborate implementation and coordination framework, a system for accounting for development results will be established to help in informed decision-making. This will shape and guide the entire management of the 7NDP involving the state and its institutions and individual players in organisations or communities.⁴

IMPLEMENTATION OF THE 7NDP

The 7NDP is being implemented largely through the same institutional arrangements as for the previous National Development Plans (NDPs). One major change, however, is the establishment of the Ministry of National Development Planning (MNDP), which is responsible for NDP formulation and coordination.

At the local level, the **Ward Development Committees** (WDCs) have been introduced, while the **District Development Coordinating Committees** (DDCCs) and the **Provincial Development Coordinating Committees** (PDCCs) will continue performing their functions as before.

At the sector level, **Sector Advisory Groups** (SAGs) have been substituted with **Cluster Advisory Groups** (CAGs), which are an assembly of sectors sharing common overall objectives. At the central level, the Cabinet through the **National Development Coordinating Committee** (NDCC) will continue playing an oversight role. For the objectives of the Plan to be effectively realised there is need to strengthen synergies between the various implementation institutions. In this regard the following will be undertaken:

4. Extract from 7NDP

a. Strengthen coordination and implementation processes at all levels

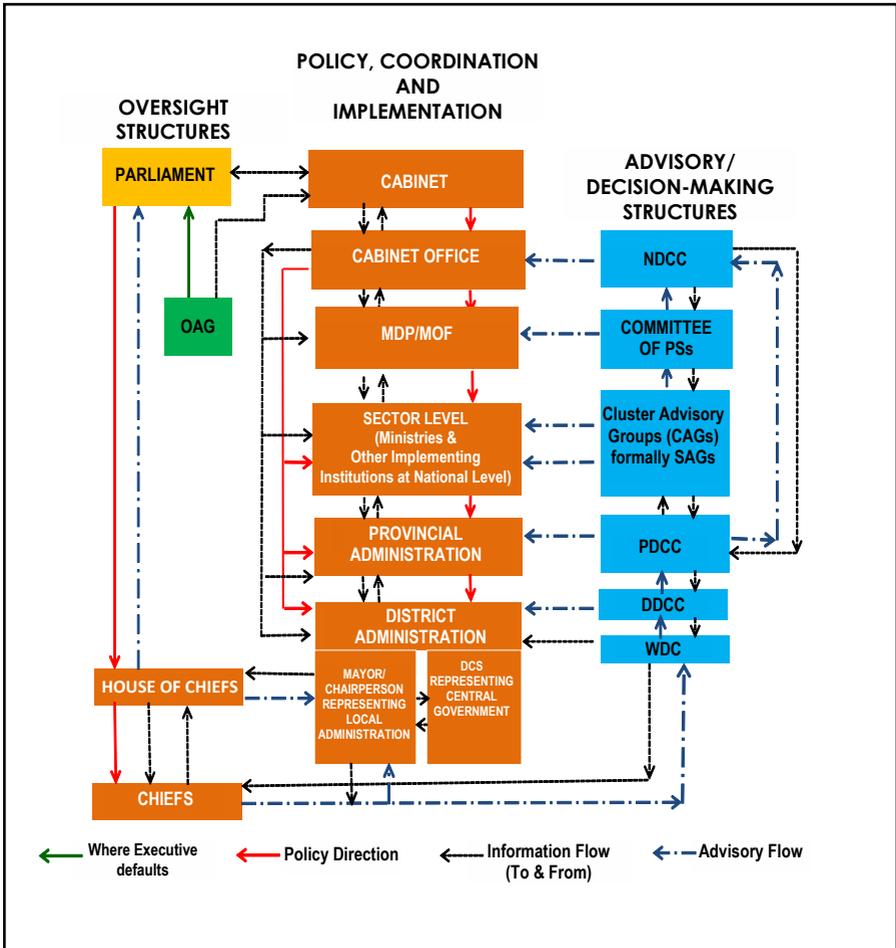
The Government intends to put in place stronger coordination mechanisms involving NDCC, CAGs, PDCCs, DDCCs, WDCs and other frameworks leading to improved attainment of desired results. To effectively achieve the business focus of these frameworks, the NDCC, CAGs, PDCCs and DDCCs will be aligned to the development outcomes outlined in this Plan.

b. Strengthen capacity on planning, implementation, monitoring and evaluation

The Government will devise and undertake capacity development programmes in planning and implementation for planners and other stakeholders to enhance attainment of desired outcomes. Further, planning, financing and implementation capacities at district and provincial levels will be strengthened to support the devolved functions.

PMRC encourages the Government to expedite the formulation of a change management strategy, which will include change **management programmes** aimed at bringing about mind-set change among all stakeholders, including the general public. This will involve packaging the integrated approach to planning and implementing the 7NDP and communicating the approach to stakeholders. This should be followed up by a **Mindset Education Programme** that should be rolled out to all implementing agencies, institutions and individuals; as this will allow for a coordinated approach in delivery and implementation of the 7NDP.

SEVENTH NATIONAL DEVELOPMENT PLAN COORDINATION AND IMPLEMENTATION



Source: Seventh National Development Plan (2017 -2021)

CONCLUSION

PMRC calls for a Mindset Education Programme to be established and implemented in view towards successful implementation of the 7NDP as well as other key policies being put in place. The first step occurred in the change of the 7NDP planning using the Integrated Development Approach, which among other things allows for domesticating of the Sustainable Development Goals (SDGs). Through the Ministry of National Development Planning as well as Ministry of Higher Education, a programme should be designed, that defines the traits of a positive Zambian identity and promotes new models of development. This culture should be widespread and designed based on the positive traits as learned from case studies provided. The changing of mindsets will require strong institutions and management, which will strengthen our strategies and facilitate for cohesive policies and implementation.

Finally PMRC calls on all Zambians to take ownership of the 7NDP and contribute towards implementation with a shift in mindset, as this will expedite the process of Zambia attaining the status of being a developed middle-income nation by the year 2030.

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Unlocking Zambia's Potential

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