

# HARMONISATION SERIES

“Unlocking Zambia’s Potential” through timely,  
relevant evidence based policy analysis and reform  
proposals



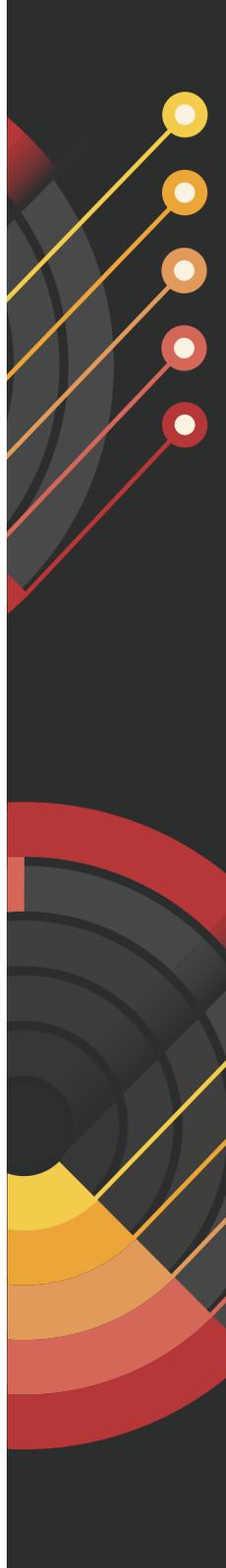
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## ABBREVIATIONS

|         |   |
|---------|---|
| CP's    | Cooperating Partners                                |
| CPRGS   | Comprehensive Poverty Reduction and Growth Strategy |
| HDF     | Harmonised Development Framework                    |
| JASZ II | The Joint Assistance Strategy for Zambia            |
| KPIs    | Key Performance Indicators                          |
| MDGs    | Millennium Development Goals                        |
| PAF     | Performance Assessment Framework                    |
| PF      | Patriotic Front                                     |
| PRBS    | Poverty Reduction Budget Support                    |
| SNDP    | Sixth National Development Plan                     |
| UNDP    | United Nations Development Program                  |

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## EXECUTIVE DIRECTOR



Dear fellow researchers, Policy Monitoring and Research Centre (PMRC), is a think tank committed to promoting public understanding through research and education, encouraging debate on social and economic policy issues critical to the growth of poverty reduction. The vision of PMRC is “Unlocking Zambia’s Potential” through timely, relevant evidence based policy analysis and reform proposals. Our aims include:

- To promote public understanding through research and education.
- To encourage and facilitate debate on social and economic policy issues critical to poverty reduction.
- To be a source of quality data relevant for stakeholders in areas of social and economic development
- To produce quality policy analysis and

- To disseminate research based reform proposals.

As part of the process of unlocking the resources available to Zambia, we at PMRC recognize that our greatest asset are the minds of the Zambian people. Our role is to engage all Zambians, and inform them of policy, policy changes and the consequences of policy decisions in their day-to-day lives.

We look forward to engaging more with all Zambians in the coming period. Thank you for taking time to read this PMRC publication and please get involved and voice your opinions through PMRC’s many engagement channels.

Your truly,

Michelle Morel



Zambia aspires for greater economic growth and sustainable development; this requires well-articulated policy and regulatory coherence. The Paris Declaration proclaims a harmonized development agenda between cooperating partners (CP's) and Government. There is need for a focused comprehensive developmental plan, mapping strategies, projects, programmes and policies. The government has various frameworks employed to guide and sequence the developmental process. These frameworks contain guiding policies, strategies and implementation plans that outline sequential execution of the development policies. They also contain core areas of interest and general priorities, highlighted by either Government or CP's. This Background Note examines Zambia's policy guiding documents. It investigates the objectives of each document, duration of implementation, benefiting institutions and precise areas of interest. A cross sectional analysis of the guiding documents is drawn, answering the question "What are Zambia's guiding documents towards sustainable development?"

## Overview

The Zambian Government has various policy guiding documents and frameworks. Sector ministries have their own strategic development guiding documents, and other minor departmental plans. CP's are guided by different documents which influence government delivery and developmental strategies.

### Zambia's National Development Guiding Documents



# THE SIXTH NATIONAL DEVELOPMENT PLAN (SNDP)

2011-2015



This guiding document runs under the theme: “Sustained economic growth and poverty reduction.” It is the second in a series of five medium-term plans set to accomplish the Vision 2030; which is aimed at making Zambia a prosperous middle-income country by 2030.

The main principles of the SNDP are; accountability, decentralisation and effective resource application.

The aims of the SNDP are pro-poor strategies and programmes that focus on infrastructure and human development as key, to Sustainable development.

The main principles of the SNDP are; **Accountability, Decentralisation and effective resource allocation.**

This guiding document has sector strategic plans and expenditure frameworks in the areas of social economic development, infrastructure, human development, growth and support sectors, and regional development. It also has monitoring and

evaluation (M&E) institutional agreements.

The SNDP articulates projects, programmes and Key Performance Indicators (KPIs). It has an operational mandate of five years. The lack of an implementation plan leaves a huge gap. This means that no basis of tracking progress of deliverables exists.

## OBJECTIVES OF THE SIXTH National Development Plan;

- To accelerate infrastructure development;
- Sustainable economic growth;
- Diversification;
- To promote rural investment;
- Enhance human development.

# THE JOINT ASSISTANCE STRATEGY FOR ZAMBIA (JASZ II)

2011-2015

■ The Joint Assistance Strategy for Zambia (JASZ II) is a guiding document that outlines CP's plans to support aid effectiveness. It is aimed at contributing to achieving development outcomes. The JASZ II is a medium-term strategic framework and covers a time frame of 2011-2015. It outlines specific actions through which Zambia's aid relationship and aid structure can be improved in accordance to national priorities.



Some of the principles of the JASZ II include cooperation in practice on development results between government and CP's, outlining an aid architectural framework for dialogue mechanisms for stakeholders to get involved at different levels.

The effective implementation of this framework is dependent on dialogue between Government and CP's. The common goal is delivering aid effectively, to support the development outcomes of the SNDP. The JASZ II guides the CP's; it outlines how they will engage with the Government and how they will contribute to the realisation of the SNDP plans. There is a need for Government to engage in dialogue with CP's and agree on priority focus. The rational being that CP's have targeted areas which may be different compared to Governments priority areas.

## The main areas of interest being targeted by the JASZ II include;

- Poverty reduction and inequality (urban-rural);
- Growth of sectors;
- Capacity building;
- Accelerating the achievement of Millennium Development Goals (MDG's);

## Objectives of the JASZ II

- Greater Government capacity to lead to prioritisation
- and use of Official Development Assistance (ODA);
- More effective harmonised aid delivery;
- Improved mutual accountability for both government
- and CP's;
- Division of focus areas for CP's.

# THE PATRIOTIC FRONT (PF) MANIFESTO

2011-2015



The PF Government was elected in September 2011, and its party manifesto has a theme; “for lower taxes, more jobs and more money in your pockets”. Being the Party in Government, the PF has a mandate to fulfil the commitments it outlined in the Manifesto. This is the basis for monitoring and tracking progress in regard to achieving its stated deliverables. The PF Government has a mandate to align the PF Manifesto to the SNDP in harmony of co-ordinated delivery and progressive planning.

■ **The stated core areas are;** Education and Human Development, Health services and Agriculture development, Local government and Housing Development. The PF Manifesto is also committed to addressing maladies that derail economic development. These are, corruption, abuse of public resources, tribalism and nepotism. The manifesto also pledges to promote the delivery of a people driven constitution and accountability to citizens.

The manifesto offers policy reforms and key strategic plans that will mainly lead to, pro-poor development, decentralisation and youth empow-

erment. The sectors that have been included in the manifesto are; Social sectors, Economic sectors and Governance and Administration of the state. All of the above mentioned sectors have a proposed policy reform and an action plan or a proposed implementing policy.

The PF manifesto is a visionary document that embodies the ideology of the party. It outlines projects, initiatives, strategies and programmes for each government sector and ministry. There is an opportunity for government to synchronise it with other guiding documents, for a more harmonized, consolidated guiding framework agenda.

The need for harmonisation of guiding policy documents is further substantiated by the re-alignment and creation of new ministries. The goal is to allow all guiding documents to have a focal point by purpose, implementation plans, KPIs and M&E frameworks. This speeds up the development process and cause more harmonized implementation of development programmes by coordinated delivery.

# MILLENNIUM DEVELOPMENT GOALS (MDGs)

2011-2015

The Millennium Development Goals are a compilation of 8 goals assigned to fight poverty and improve living conditions of people worldwide. They were compiled by the United Nations Development Program (UNDP) in 2000.

The MDGs have targets and goals assigned for each ones attainment. These MDGs include;

1. Eradicating extreme poverty and hunger;
2. Achieving universal primary education;
3. Promoting gender equality and woman empowerment;
4. Reduce child mortality;
5. Improve maternal health;
6. Combating HIV/AIDS, malaria and other diseases;
7. Securing environmental sustainability;
8. Developing a global partnership for development.

## Zambia MDGs Current Position



# THE VISION 2030

2006-2030



This is Zambia's first ever written long term plan. The Vision 2030 was officiated in December 2006. It was formulated by a nationwide consultative process with traditional leaders, civil society, government, and ordinary citizens. The purpose and theme of the Vision 2030 is "to make Zambia a prosperous middle income nation by the year 2030."

Unlike the other development frameworks, the Vision 2030 articulates an ultimate goal and has other sub policy strategic plans engaged to fulfil the goal set. It contains an annex that provides specific sector visions and a target to attain the vision. The success of the attainment of the goal of the Vision 2030 depends heavily on the cooperation of Government and CPs, in development and capacity building for sustainable develop-

ment. This framework document is the long term guiding document and it gives the Government a reference point, vision and clear path of the development process.

Cross sectional analysis of the guiding documents shows, the purpose of all these guiding documents is sustainable development. Many of the targeted sectors are similar but there are lapses, differences of priorities, as well as varying key performance indicators (KPIs). Implementation plans and M&E mechanisms are also notable absentees. This builds the case for serious consideration of harmonizing all documents guiding Zambia's delivery and development agenda.

## OTHER NATIONAL DEVELOPMENT PLANS

The Vision 2030 became operational by the Fifth National Development Plan (FNDP) 2006-2010, followed by the Sixth National Development Plan (SNDP) 2011-2015, which is currently running. Three other national development plans will trail the two mentioned, till the completion of the set time in the year 2030. The Vision 2030 is set on 7 principles of;

1. Sustainable development;
2. Upholding of democratic principles;
3. Respect for human rights;
4. Fostering of family values ;
5. Positive attitudes towards work;
6. Peaceful coexistence;
7. Upholding of good traditional values.

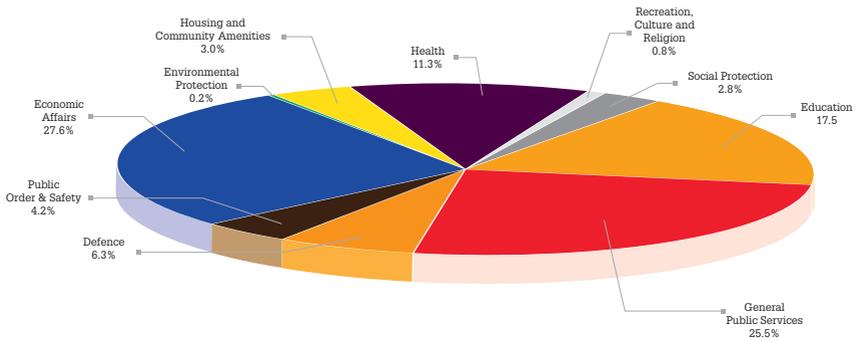
# THE YELLOW BOOK



The Yellow Book is a publication by Government showing financial estimates of government sectors. It is a document that shows proposed budgetary allocations for programmes and projects, of every Government sector in every province of the country.

The document is compiled and published before an annual national budget is presented by the minister of finance in order to show stakeholders how, when and where Government will spend money for the duration of a year. It is a significant annual planning document capturing projects and programmes as aligned by Government.

Percentage Allocation of 2013 Budget



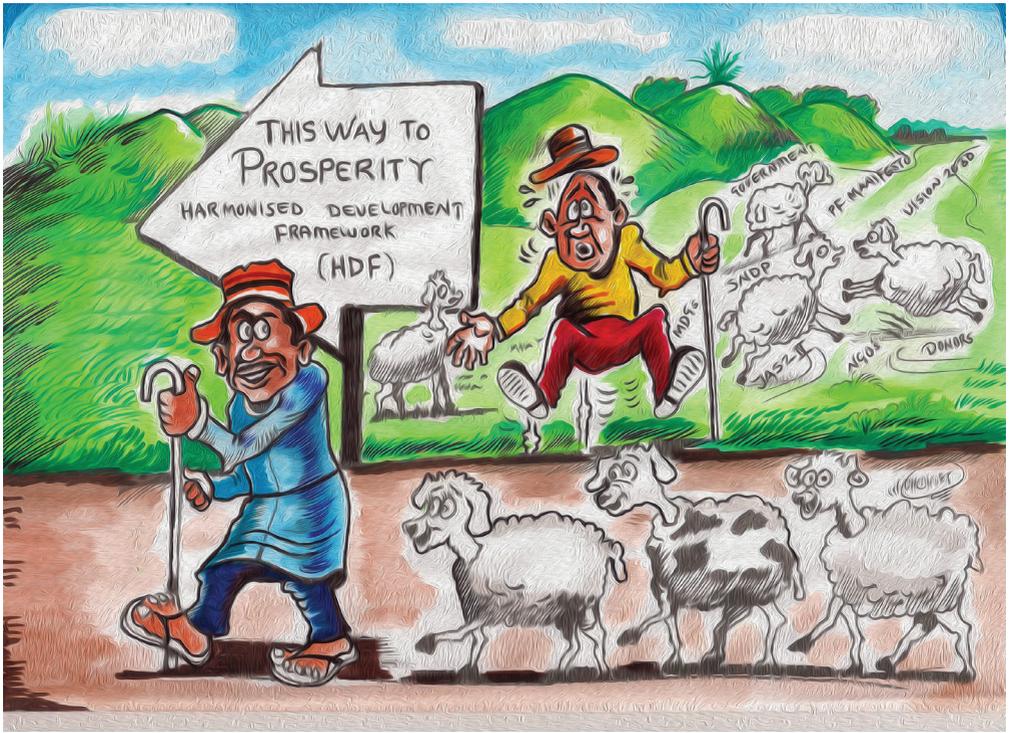


“We are only as strong as we are united, as weak as we are divided.”  
- J.K. Rowling

## DO YOU KNOW WHAT GUIDES ZAMBIA'S POLICY DIRECTION?

Multiple policy documents that are not aligned. The **SNDP, JASZ II, VISION 2030, PF MANIFESTO, MDG'S and INDIVIDUAL MINISTERIAL STRATEGIC DOCUMENTS** vary in objectives, priorities, implementation plans, Key Performance Indicators (KPIs) and Monitoring and Evaluation (M&E) frameworks. This has resulted in **“CONFLICTING MINISTERIAL PRONOUNCEMENTS”**, uncoordinated and efficient allocation of resources and implementation of programs.

**PMRC** recommends a **HARMONISED DEVELOPMENT FRAMEWORK (HDF)**, a single strategic framework for Zambia. The HDF will contain common objectives, goals, **SMART KPIS AND A SINGLE ROBUST M&E FRAMEWORK**. Implementation of this harmonised approach equates to harmonized processes by policy makers, government officials, all stakeholders and institutions engrained with **ONE** clear chorus for Zambia.



Zambia's development strategy is undefined due to multiple documents guiding its policy direction. The use of these unaligned documents has caused disharmony, policy conflicts and ministerial incoherence. PMRC recommends the development of a

## “HARMONIZED DEVELOPMENT FRAMEWORK”

(HDF) as a solution to the disharmony of policy documents. This will lead to harmonized objectives, projects, programmes, priorities, KPIs, implementation plans and time frames. It will also enhance the formulation of the (SMART) KPI's, realistic M&E frameworks, harmonized information and accountability.

To read the PMRC Harmonisation Policy Brief to go:

<http://www.pmrczambia.org>

# POLICY BRIEF

## Key Messages:

Zambia's development strategy is unclear and handicapped by the use of multiple documents guiding its policy. The Vision 2030, the Sixth National Development Plan (SNDP), the Millennium Development Goals (MDGs), the Joint Assistance Strategy for Zambia II (JASZII), the Patriotic Front (PF) manifesto and the Yellow Book are all part of the multitude of documents that are used to guide Zambia's policy direction.

The use of these unaligned documents, with their multiple Key Performance Indicators (KPIs), and varying Monitoring and Evaluation (M&E) plans, has caused confusion and a lack of clarity and direction within all sectors. The lack of an all-inclusive consolidated framework has led to unprioritised policy implementation; conflicts among sector ministries; inconsistent priorities and implementation plans and slackening of the development process.

Government needs to formulate a consolidated all-inclusive development framework which would result in the alignment and harmonisation of all current policy documents. The all-inclusive framework should contain common objectives, goals, simple, measurable, attainable, realistic, and time bound, plus key performance indicators (KPIs) for each sector. Implementation plans can then be outlined for every development project in accordance with national priorities. PMRC additionally recommends an audit of NGOs in the country to grasp the actual stakeholders who could potentially support the development process. The formulation of this consolidated framework would enable government to build its capacity, to manage its own resources, programmes and projects with reference to the needs and demands of the Zambian people without having external strategies overriding national requirements.

## Summary



The existing policy guiding documents vary in objectives, implementation plans, KPIs and monitoring and evaluation (M&E) frameworks. The major areas of concern are ineffective resource allocation, excessive transaction costs, inefficient use of available finances and human capital. The current state of affairs has resulted

There are important lessons to be learnt from other countries that have made significant progression as a result of using a single development framework. Malaysia, India, Brazil, Vietnam and Rwanda are countries which have benefitted from using this concept. in minimal impact on Zambia's main development needs despite significant donor resources over the past decades.

## Background



All governments have the mandate to ensure the effective delivery of the country's development programs and projects for the betterment of the lives of its citizens. The Vision 2030 was the first long term strategic plan for Zambia. It has been implemented through five phases of development plans. The sixth phase of the plan is the SNDP (January 2011 to 2015).

In support of the SNDP, Joint Assistance Strategy for Zambia (JASZ) was formulated primarily by the Cooperating Partners (CP's) to guide themselves in the delivery of development programs. The current version, JASZII, was re-written by CP's in 2010 in an effort to create accountability and delegation in aid distribution amongst the CP's. However, in reality few CP's have

properly aligned their activities to these National Development Plans or the JASZ. In the most part CPs rely on their own national choices to influence their development allocation rather than align their efforts behind Governments' priorities. Because of these differences successive Zambian Governments' have been unable to align all the resources available to meet the country's development priorities; the lack of one clear harmonised plan has in fact encouraged this to happen.

Medium-term policy documents include, the Medium Term Expenditure Framework (MTEF) which has an implementation period of 3 years and articulates the resource allocations and action plans with regards to Zambia's development agenda.

Although there is some relationship

between these policy documents, there is need to align them to a more harmonised Zambian led policy agenda. The aim of such an all-inclusive framework would be to provide clear line-of-sight between all available resources, national plans and priorities, and governments' commitments. It would also serve as a communication and M & E tool and would enable other stakeholders, such as civil society organizations

(CSOs), NGOs and external donors, to fully align with Zambian priorities. Ultimately, the harmonised policy document would enable and empower Zambia to take responsibility for its own development agenda and manage the allocation, of funding to projects and programs in accordance with the needs, priorities and demands of the Zambian people.

## Statement of The Problem



The use of multiple policy guiding documents has resulted in inefficient use of development resources and ineffective implementation of development projects. The wide variation in priorities, unfocused resource allocation, diverse implementation plans, KPIs and M&E frameworks strengthens the case for the harmonisation of policy documents. Harmonisation would enable an all-inclusive approach to development and implementation which would result in more sustainable social and economic development.

Most civil servants have little or no information about the current development policy documents outside their own narrow areas of activity. This is evident from the current policy conflict, with few clear implementation plans and little research on the areas under consideration. This has caused

development projects to stall, as the government and CP's may not have the same priorities. Additionally development assistance should be supporting the best interest of the recipient country, but without a harmonised development policy this may not be the case for Zambia.

### The results of this disharmony are:

1. **Policy fragmentation:** The disintegration of policy occurs when policy formulation is adopted without consideration of the effects on existing and future policies. This has resulted in antagonism amongst sectors causing disjointed objectives, implementation plans, KPIs and M&E frameworks.
2. **Little or no inter-ministerial coordination:** The absence of a holistic approach to development means the production of multiple

guiding documents resulting in unfocused policy directions.

- 3. Uncoordinated M&E frameworks:** This has been caused by the differences in context and direction of the various guiding documents. Some of the guiding documents don't contain M&E frameworks. Others have varying M&E frameworks in relation with their

stated objectives. This has meant that it is almost impossible to measure the impact of development projects on the country by its citizens.

- 4. Information and data variations:** This is the main cause of the lack of coordination amongst government ministries.

### Lessons learned from other countries

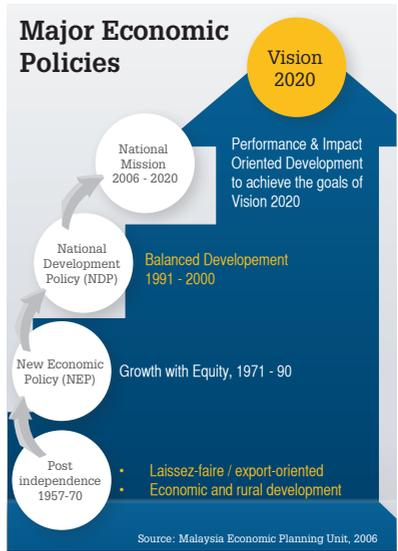
Many countries have benefited from a harmonised and common approach to development planning, such as Malaysia, Brazil, India, Vietnam and Rwanda.

#### Malaysia



Similar to Zambia, the Malaysian development agenda is characterised by a number of short, medium and long-term guiding documents. The Malaysian long term guiding document Vision 2020 is aimed at making Malaysia a “high income, developed, resilient, and competitive nation.” The Malaysian government harmonised all policy documents into one consolidated framework with common goals and objectives. They have an overall long-term plan which is supported by short and medium-term plans. The Vision 2020 has medium-term plans which include the “Ten Malaysian Plans and the Medium Term Review (MTR)” which feed into The Vision 2020. Figure1. Depicts the main guiding documents used from the time of independence to date.

#### Major Economic Policies



## Brazil



Brazil's development is guided by an integrated national plan. It has short and medium-term plans which are embedded into this national plan. The medium-term plan which is the major guiding document is the "Plano perianal de acao (perianal plan of action)" (PPP). This is a three year plan formulated by every incoming head of state with emphasis on decentralisation and evaluation of development projects in all sectors of the nation, both social and economic. The PPP is supported by and linked to the country's annual budget.

The Brazilian development approach is similar to that of Malaysia where harmonised documents align with a consolidated long-term overall development plan. This has led to Brazil's robust policies and its rapid economic and social development.

## India



The Indian development approach uses one main document, the Five Year Plan. It was during the period of the Tenth Five Year Plan (2002-2007), that the European Union assisted India in formulating a development framework. This simultaneous launch of two conflicting strategies highlighted the need to change the approach of the development process into an all-inclusive consolidated approach with one main document. This need for strategic reform was realised and coincided with the launch of the 11th Five Year Plan (2007-2013). The main aims of this revised approach are;

1. Restructuring policies to achieve a new vision of growth that will be much more broad based and inclusive
2. Bringing about a rapid reduction in poverty and helping bridge policy gaps.

The anticipated outcome was to double the real income of the average Indian in 10 years. But also to help India attain the MDGs and support India's pro-poor sector reform policies and dialogue in economic, civil society and culture.

## Vietnam



Vietnam is guided by a development strategy called the VLIR-UOS whose aims are to create strategy papers which influence or guide funding decisions for strategic impact. The VLIR-UOS is a 12-year strategic plan with reviews every 6 years. The Vietnamese have also taken an approach centred on research and academia and technology.

Vietnam has medium term development plans; The Five Year Social Economic Development Plan (SEDP 2001-2005) and The Comprehensive Poverty Reduction and Growth Strategy (CPRGS). Although the Country Strategy paper is aligned to the SEDP, it is also aligned to the long term plans to facilitate strategic impact.

## Rwanda



The Rwandan government is guided by an overall long-term policy document: “**Vision 2020**”. This policy document is supplemented by other medium-term plans including the Economic Development and Poverty Reduction Strategy (EDPRS) which is the main guiding document for all development partners. The allocation of all resources and activities are firmly embedded in this policy framework of agreed national priorities. The Rwandan government has harmonised these policy documents with its aid effectiveness policies. In September 2010, they developed and introduced a “Donor Division of Labour in Rwanda” strategy. This aims to enhance sector allocations by development partners thereby linking policy and priorities to the allocation of funds in support of its national agenda. This harmonised mechanism is supported by sector working groups which facilitate dialogue and delivery. The Common Performance Assessment Framework (CPAF) indicators on budget execution are all harmonised clusters with complementary goals and programs directly linked to the attainment of the EDPRS and ultimately Vision 2020.

## Analysis of Pre-Existing Policies



Given the multitude of policy documents, it is unclear how these documents are aligned with Government's overall priorities. The SNDP, is the main strategic plan under the Vision 2030, however, since its election PF Government has requested all government ministries to use the party manifesto and link these targets to the SNDP. This requires a clear road map to be drawn up on how the manifesto and SNDP are going to be used concurrently, and provides an opportunity for all other policy documents currently guiding Zambia's development agenda to be merged into this revised framework. This would result in an all-inclusive approach to the development agenda.

In an effort to reform aid policy towards harmonisation, the Paris Declaration and Accra Agenda for action on Harmonisation and Alignment were the platforms which led Zambia to decide on general budgetary support as the government's preferred aid modality. The cooperating partners (CPs) signed a Memorandum of Understanding (MoU) around Poverty Reduction Budget Support (PRBS), in

2005, and Performance Assessment Framework (PAF), was later established to set out jointly agreed priorities. The PAF includes indicators, targets, and policy reforms.

It also sets out which donors are assigned to which target. Although this was an effort for harmonisation in the allocation of funds and distribution of resources it has become more focused on areas of CP concern rather than Government priorities.

If it is to achieve policy coherence and alignment, it is important for the Zambian government to draw lessons from other countries. Amongst the development strategies and guiding documents mentioned, it is notable that the Malaysian aspect of integrated short, medium and long term plans is applicable to the Zambian case. However the Rwandan model of harmonisation of development inputs could complement this process of more coordinated national planning.

## Policy Recommendations And Procedure

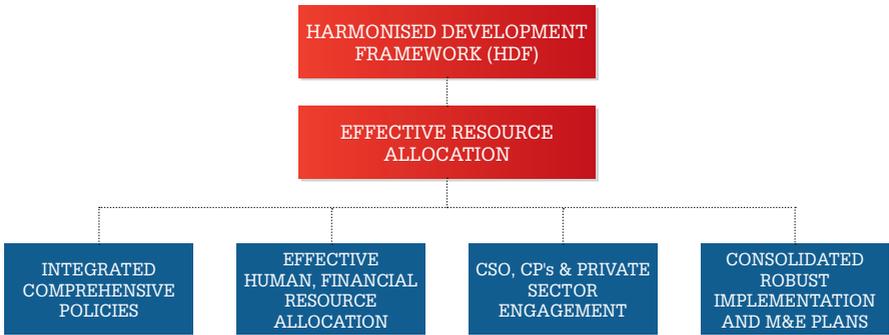


All the current guiding documents have value added content, but the PF Government's desire to merge its manifesto into the SNDP creates an opportunity to align all documents into a single Harmonised Development Framework (HDF). This will need to be accompanied by an audit of all NGOs in the country to ensure the actual stakeholders and stated aims as partners to the national development agenda are established. The creation of the HDF should entail:

1. **Coherent Strategy:** Policy pronouncements backed by research and necessary consultation to prevent policy fragmentation and allow. Well-articulated realistic goals.
2. **Monetary allocation and specialized funding:** Funding allocated according to Zambian priorities led by the harmonised objectives. This will lead to effective use of resources, and measureable impact on Zambia.
3. **Effective human resource allocation:** Harmonisation plans should include an audit of skills needed to deliver Zambia's objectives and take into account human resource allocation by government. CPs could also relate their capacity and resources in support of this framework and not have to develop their own resourcing plans outside the framework.
4. **Consolidated, robust implementation:** There is a need to formulate clear implementation plans to back every project or programme. This means plans should have time frames for commencement and completion. This creates a map for delivery and supports effective accurate monitoring and accountability.

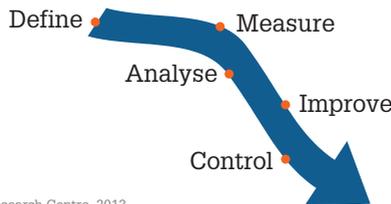
- 5. **M&E and analysis feedback:** Annual analytical progress reports on every long term medium and short term project will promote better accountability and enhance detailed monitoring.
- 6. **Effective human capital improvements:** As a result of the harmonised documents, specialised skills can be developed with reference to priority areas of insufficient specialised human resource.
- 7. **CPs, Civil Society Organisation (CSO) Private sector engagement:** Better harmonisation should lead to joint accountability for all partners. Enhanced engagement at various levels of the harmonisation process and every level of M&E will improve the transparent allocation of partner resources

### The Smart Planning Framework



### Proposed Harmonisation Process

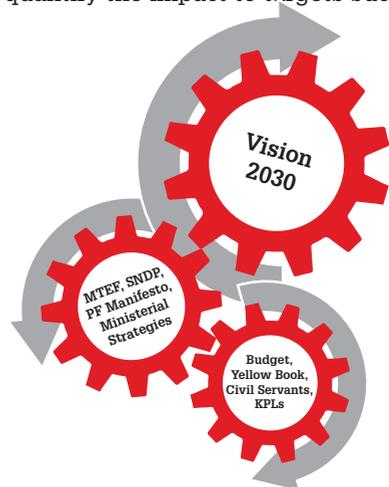
PMRC recommends a systematic approach to formulation of the consolidated framework. One approach used in both the private sector and government with resounding success is 6 (Six) Sigma Methodology. It can be characterized by the steps of Define opportunities, Measure performance, Analyse opportunity, Improve performance and Control performance (DMAIC).



Source: Policy Monitoring and Research Centre, 2013



The approach would require a sequence of steps that starts with obtaining an accurate assessment of the current situation in the Define phase. It would also involve assessing specific Measures, executing Analysis of data gathered and finally a Monitoring and evaluation framework with all necessary measures (such as input, output and impact). The new HDF would Improve the process with integral measures. These measures/M&E, would ensure that the change is imbedded in the process (Control) and we are able to quantify the impact to targets such as poverty reduction.



Source: Policy Monitoring and Research Centre, 2013

The assessment will identify all the gaps in the use of multiple guiding policy documents and highlight the problem and stakeholders in the implementation of the possible solution to the problem.

It will also articulate the benefits (impact) of the suggested solutions clearly highlighting the opportunity that exists for the suggested process.

**MEASURE PERFORMANCE:** The objective of the Measure Phase is to identify the critical measures that are necessary to evaluate the aligned documents. In this phase collection of data formats are formulated, this step will include 'operational definitions', i.e. define what

**DEFINE OPPORTUNITIES:**

This step involves the analysis of existing frameworks. This includes but is not limited to analysis of the current:

- Guiding policy documents,
- All Key Performance Indicators
- All Monitoring and Evaluation Frameworks
- Processes
- Stakeholder Analysis
- Existing Projects underway

you are measuring, so as to avoid any confusion on the meaning of what is being measured. The key deliverables at the completion of this phase include:

- Input, process and output indicators
- Operational definitions
- Data collection formats and plans
- Baseline performance

The data collected becomes the foundation of the next phase of formulating the Harmonized Development Framework (HDF), which is the analysis of the data.



Source: Policy Monitoring and Research Centre, 2013

**ANALYSE OPPORTUNITY:** The objective of this phase is to stratify and analyse the data. It is also the point in the process that root causes are established, in this case determining the inhibitors that have existed to achieving a clear line of sight to the stated goals. The activities include stratifying the process and data into meaningful categories to attain an accurate analysis, including impediments in the current situation.

A possible outcome of the analysis phase could be to revise KPI's and Monitoring and Evaluation Frameworks, beyond simply harmonization, but also the methods frequency and process of setting and reporting on the KPI's and M&E frameworks.

Tools and techniques applied could be regression modelling, ANOVA (Analysis of Variance) and possibly hypothesis testing. At the completion of this phase all data analysis would be executed, process maps devised and root causes validated.

**IMPROVE PERFORMANCE:** The objective of this phase is to identify, evaluate and select the right improvement solution. This step includes idea generation.

This phase also evaluates the solution impact, as a basis for evaluation and selection solutions. Process maps are developed and communicated to stakeholders. This stage includes implementation milestones and highlights improvement impact and benefits, such achieving targets and commitments as well as driving accountability of all stakeholders.

This phase also includes the delivering of the

**What if sector (ministries) reconciliation occurred alongside vertical reconciliation (long to short term policy documents)?**

actual Harmonized Development Framework (HDF), with all measureable and attainable KPI's and Monitoring Evaluation Frameworks for all stakeholders. It would also include a communication strategy.

**CONTROL PEFORMANCE:** The objective of this final phase is understanding the importance of planning and executing against the said plans, as well as determine the approach to be taken to assure the achievement of the targeted results. Given the scope and interconnectivity of stakeholders of the proposed HDF, this cannot be done in phases, but must be rolled-out at once. This will require a robust horizontal and vertical communication

- Process controls
- Standards and procedures
- Required training
- Additional replication and standardization opportunities
- Detailed reporting requirements and Comprehensive communication.

For example quarterly progress reports of all ministries in comparison with aligned priorities, KPIs and implementation plans. The outcomes of which include capacity building and effective, prioritized resource allocation. This will ensure that all policy influencers are guided by the Government in their delivery of resources, which includes aid and aid effectiveness. The development of clear graduation from aid scenarios will then enable Zambia to become a sustainable and equitable middle-income country.

## CONCLUSION

The ultimate goal is to have all policy documents in harmony and alignment to foster a coordinated approach to development. This means harmonized objectives, projects, programmes, priorities, KPIs, implementation plans and time frames. The benefits of the harmonisation process are better coordination in development delivery and transparency and effective use of scarce resources. This will result in harmonized information, accountability by the formulation of the (SMART) KPI's, and realistic M&E frameworks for each project. Efficient allocation of resources, resulting from the clear consolidated objectives and priorities will be a major benefit to Zambia, and that providing development assistance, will enable all Zambians to be aware of where and how resources are being allocated in one single document. Essentially 'putting Zambia in its own driving seat' propelling its own agenda. It is critical that Government grasp the reins and lead in mapping and driving its own development agenda. At the forefront of the agenda must be the betterment of the lives of every Zambian.

# WORKING TOGETHER AND MOVING IN THE SAME DIRECTION.

Harmonisation of policy documents is the key to unlocking Zambia's potential.

**“Rowers who pull in opposite directions never reach the end of a race”** anonymous

**“Zambia's development strategy is unclear and handicapped by the use of multiple policy documents which are not interlinked; so argues a new Policy Brief by Zambia's Policy Monitoring and Research Centre” (PMRC), 2013.**



These policy documents have limited acceptance across Government and the supporters of the country's development process. Additionally there is a risk is that future policy documents are designed especially by external partners

that will have little ownership or linkages with Zambia's view of their development needs.

In order to unlock Zambia's undoubted potential the country needs to ensure that its resources are properly aligned and effectively applied to the

programmes and process that the country needs and the people want. The current absence of such a single framework has led to the ineffective allocation of resources resulting in minimal impact on our development needs which has left 60% of Zambia's population still living below the poverty line.

Zambia's growing resource base but coupled with a reducing development programmesignifies,thatifweareto unlock our country's potential then we need a single guiding framework. This must be seen by all as framing the work of the Government and the Civil Service and setting out clearly to those who wish to support our the process of graduation from aid and direct resources where they can be most effectively applied. Such a document and its accompanying Key Performance Indicators (KPIs) would help frame clear Monitoring and Evaluation (M&E) frameworks which would help remove the confusion and the lack of clarity within all sectors and which has handicapped Zambia's attempts at a coherent prioritised resource allocation process.

The formulation of such a consolidated all - inclusive Harmonised Development Framework (HDF) should be based on the existing policy documents such as the PF Manifesto, the Sixth National Development Plan (SNDP), the Joint Assistance Strategy (JASZ) plus the Yellow Book. It needs to present a clear line of sight between all available resources, national priorities and Government commitments so that all stakeholders are working to the same clear goals.

The lack of this clarity can lead to

the development of nationally led programmes by those supporting our efforts, which reflect their resource allocation and capacity needs. In the case of individual NGOs there is a risk of NGO's developing unsupported and in some cases unsustainable intervention against reflecting primarily areas of internal interest. The absence of common KPIs has also led to Civil Servants being unaware of direction and performance measures. Ministries without such clear objectives are unable to demonstrate to the Zambian people how their taxes and other resources are being spent. A single harmonised framework will therefore not only ensure effective resource allocation but also accountability across all aspects of the Government's policy agenda.

Zambia is not alone in grappling with the need for a single harmonised policy document setting out it development path. The PMRC paper highlights the experiences of Malaysia, India, Brazil and Rwanda in developing their single framework process and how they have managed to ensure control over their resources and develop clear country wide objectives. The process is not a static one, as highlighted by Indian experiences in particular and the need for flexibly but within a single document. PMRC's view is that these approaches can be successfully applied here in Zambia and that, as a first step an audit is needed of all resources, documents, and partners such as the NGO sector, to ensure that the baselines are clear and that all partners and resources are identified from the outset.

The creation of the Harmonised Development Framework (HDF) will entail the development of a coherent strategy, backed by research and consultation to allow for the setting of realistic goals. Such a framework will allow Government to allocate resources based on these Zambian led priorities. Clear harmonised objectives for reaching these goals will flow for all involved especially Government Ministries and CPs who will be seen to be more transparent and accountable for their actions and use of resources. If we are to ensure the sustainable implementation of this strategy it will require the effective allocation of Zambia's human resources and the development of a complementary capacity building plan. No policy can be effective without clear KPIs, which will require a robust, and clear Monitoring and Evaluation plan containing regular reviews and which allows the measurement of progress against medium and short-term targets. In this way we can ensure that all projects and programmes are contributing to the overall goal of a sustainable and equitable Zambia.

In their paper PMRC recommends a systematic approach to the development of this consolidated framework based around the 6 (six) Sigma Methodology. This will require the definition of the opportunities presented by this approach; the measurement of the performance

being sought; the analysis of the opportunities and what can be achieved; the implementation of the improvements targeted in the control and measurement activities that need to take place. The requirement of this logical approach will ensure that the framework deals with those issues that are key to unlocking Zambia's potential and is not unduly diverted or influenced by external factors which are not directed at achieving this goal.

The ultimate goal is better use of Zambia's resources through one clear policy document which is in harmony with Zambians needs for their country and which will move Zambia closer to it being a middle income country by 2030. The availability of clear measurements of progress will enable Zambians to verify progress and hold their Government and its supporters to account. It will enable all the stakeholders in this process to see how they contribute to the ultimate goal and enjoy a sense of satisfaction and commitment to the process.

Michelle Morel



To read this Op-ed online please go to:<http://www.pmrzambia.net>

# HARMONISATION

## Towards a Harmonised Development Plan (HDP)



The existing policy documents that guide governance and development are not aligned. The lack of a clear focus has affected the order of choice of projects, programmes and the allocation of resources by government. This has resulted in tax payers money being channelled into programmes and projects that do not deliver value for money.

**Sixth National Development Plan (SNDP);** Sustainable economic growth and effective resource allocation

**Joint Assistance Strategy For Zambia (JASZ II);** Drafted and signed by the Cooperating Partners (CPs), outlines plans to support aid effectiveness.

**The Yellow Book** A publication of "Estimates of Revenue and Expenditure" to all government sectors, projects, and other programmes.

**Millennium Development Goals (MDGs);** Compilation of 8 goals assigned to fight poverty and improve living conditions.

**The Vision 2030;** Outlines the vision for Zambia towards a prosperous middle income nation by 2030

**Patriotic Front manifesto (PF manifesto);** Document of intent; outlining the PF development commitments for Zambia and defines ideology.

**What has been the result of this policy disharmony?**

1. Conflicting ministerial policy objectives and varying development and implementation plans.
2. Stakeholder engagement and initiatives, which are not focused on delivery of a national agenda.
3. Unaligned Key Performance Indicators (KPI's) that target performance.
4. Fragmented Monitoring and Evaluation (M&E) plans, which do not adequately measure variables such as impact. They have no steps for corrective action and have led to inconsistent reporting of development progress.

**PMRC RECOMMENDATIONS**

- 1
- 2
- 3

Gather audit and review the current policy documents

Align policy documents into a Harmonised Development Plan (HDP)

Develop a consolidated Monitoring and Evaluation (M&E) framework to track progress of the HDP

There is an urgent need to audit and harmonize all policy-guiding documents into a single Harmonised Development Plan (HDP). This HDP would ensure improved resource allocation within the budget allocation process, improved strategic direction and ensure accountability.

**What does a National Harmonised Development Plan mean for Zambia?**



One clear focus of policy and development and ensure effective use of tax payers money.



Efficient resource allocation and harmonised development objectives.



Clear implementation plan, for all programmes and projects.



**Inclusive Stakeholder Engagement:** This will promote unity of development, in a joined effort by all participants, such as civil society, private sector, cooperating partners (CP's), NGO's, political parties and all Zambians.



Enhanced accountability as a result of a consolidated monitoring and evaluation (M&E) framework to track progress of the harmonised development plan.

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