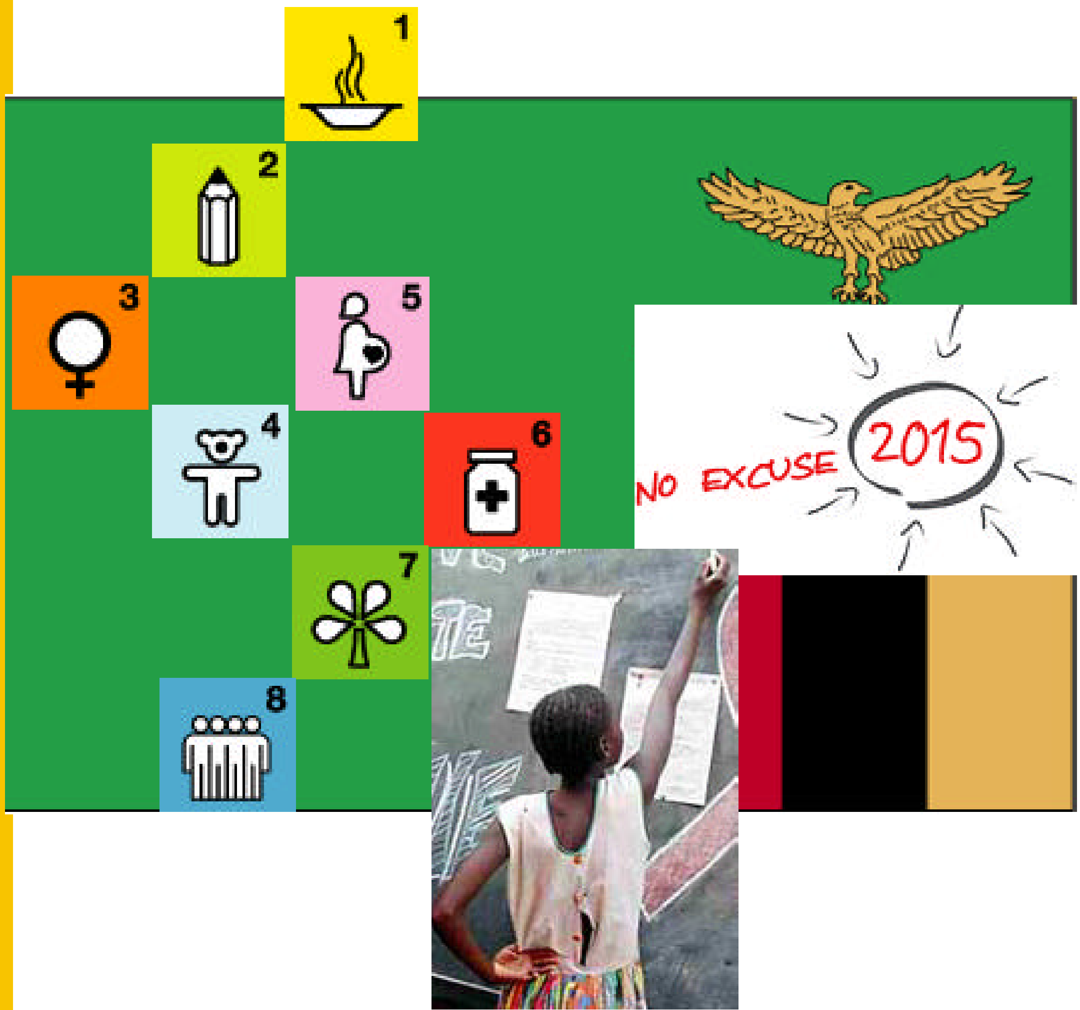
Linking The Poverty Reduction Strategy Paper and Millennium Development Goals



The Case of Zambia

AFRODAD

African Forum and Network on Debt and Development

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The Case of Zambia

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About AFRODAD

AFRODAD Vision

AFRODAD aspires for an equitable and sustainable development process leading to a prosperous Africa.

AFRODAD Mission

To secure policies that will redress the African debt crisis based on a human rights value system.

AFRODAD Objectives include the following:

1 To enhance efficient and effective management and use of resources by African governments;

2 To secure a paradigm shift in the international socio-economic and political world order to a development process that addresses the needs and aspirations of the majority of the people in the world.

3 To facilitate dialogue between civil society and governments on issues related to Debt and development in Africa and elsewhere.

From the vision and the mission statements and from our objectives, it is clear that the Debt crisis, apart from being a political, economic and structural issue, has an intrinsic link to human rights. This forms the guiding philosophy for our work on Debt and the need to have African external debts cancelled for poverty eradication and attainment of social and economic justice. Furthermore, the principle of equity must of necessity apply and in this regard, responsibility of creditors and debtors in the debt crisis should be acknowledged and assumed by the parties. When this is not done, it is a reflection of failure of governance mechanisms at the global level that protect the interests of the weaker nations. The Transparent Arbitration mechanism proposed by AFRODAD as one way of dealing with the debt crisis finds a fundamental basis in this respect.

AFRODAD aspires for an African and global society that is just (equal access to and fair distribution of resources), respects human rights and promotes popular participation as a fundamental right of citizens (Arusha Declaration of 1980). In this light, African society should have the space in the global development arena to generate its own solutions, uphold good values that ensure that its development process is owned and driven by its people and not dominated by markets/profits and international financial institutions.

AFRODAD is governed by a Board of seven people from the five regions of Africa, namely East, Central, West, Southern and the North. The Board meets twice a year. The Secretariat, based in Harare, Zimbabwe, has a staff compliment of Seven programme and five support staff.

Preface

The relationship between growth and poverty lies at the heart of development economics. While many see aggregate growth as both necessary and sufficient for reducing poverty, and consequently focus their efforts on achieving the desired macroeconomic outcomes, others stress that the benefits from growth may not be evenly spread. In fact, critics of globalization often point out that growth of the macro economy may well have an adverse effect on the most vulnerable members of society. Thus the distributional impact of growth, as well as its level, needs to be taken into account when considering the consequences of poverty.

The Poverty Reduction Strategy Papers (PRSPs) have a three-year lifespan after which they can be reviewed and updated on the basis of the annual evaluations. Donor funding for PRSP programmes has tended to be focused on these short-term timeframes, making it difficult to plan, focus and budget resources beyond three years. This poses a challenge on predicting donor funding commitments and continuity after the three years. On the contrary, Millennium Development Goals (MDGs) are cast in the long-term, which would imply longer term project planning, implementation and longer-term donor funding commitments. Thus, effectively, the complimentary role of PRSPs to MDGs is being undermined by the disjoint in the timeframes between the two. Expanding the PRSP cycle to align it with the long-term vision of the MDGs would enhance the link between the two and increase their effectiveness.

Some quarters of Civil Society Organizations (CSOs) have already recommended that if PRSPs do not help in attaining the MDGs then the PRSPs have to be done away with. All donors, even the US, have backed the MDGs, but have failed to translate this yet into aid allocation policies and practical poverty reduction actions. Nevertheless, similar to the PRSPs, the MDGs are one of the few frameworks donors could unite around and which could form the basis of the harmonization of aid policies and poverty reduction in Africa. It is therefore important to interrogate the divergences and convergences imbedded in the use of both the PRSPs and MDGs as planning tools at national level by focusing at how some African countries are handling both PRSPs and MDGs within the context of national plans and development strategies.

The case of Zambia, as put in this study, shows that MDGs have not been a key focus on the national agenda until 2003 and the subsequent preparation for the UN New York 2005 MDGs Review Meeting on national reports. Government has neither concentrated on MDGs nor publicly emphasized about them in its national development plans and the 2005 and 2006 national budgets. To many CSOs it has just been part of their work-in-progress and therefore, there is no much ado about it. Government's concentration has been on attaining the Highly Indebted Poor Countries (HIPC) Completion Point so as to get the rewards associated with doing so. The Finance Minister has often spoken of wealth creation more than poverty reduction. The assumption should be that once you go through HIPC and the PRSP process, MDGs are automatically achieved. This study further argues that PRSPs have a policy problem as the International Monetary Fund (IMF) continues to ensure tighter public expenditure and leaving the government to dance to its tune than to that of other national stakeholders. This in a large way makes MDGs and PRSPs incompatible as well as crowding out others from the macroeconomic policy field.

This Zambian case study raises a number of concerns. We do hope that both the IMF and the Zambian government will take the findings of this report seriously and address concerns aptly.

Mutasa

Charles Mutasa
Executive Director
AFRODAD

List of Abbreviations

CPIA	Country policy and Institutional Assessment
CSO	Civil Society Organization
FNDP	Fifth National Development Plan
G7	Group of Seven Most Industrialized Countries
HIPC	Heavily Indebted Poor Country
IFI	International Financial Institution
IMF	International Monetary Fund
LDC	Least Developed Country
MDGs	Millennium Development Goals
MTEF	Medium Term Expenditure Framework
PRSP	Poverty Reduction Strategy
PRGF	Poverty Reduction and Growth Facility
PRP	Poverty Reduction Programme
TNDP	Transitional Development Plan
UNCED	United Nations Conference on Environment and Development

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1.0 Introduction

The intention of this study is to ascertain the extent to which Zambia will be able to attain some or all the Millennium Development Goals (MDGs) in relation to the current Poverty Reduction Strategy Papers (PRSPs). In January 2002 the President of the Republic of Zambia requested the Ministry of Finance and National Planning to produce a Transitional National Development Plan (TNDP) by June 2002 and from 2006 onwards to produce five year National Development Plans (NDP). The TNDP 2002-2005 was a conversion of the fully approved PRSP 2002 - 2004. For that reason, there was no need to have a PRSP in 2005 as this was catered for by the TNDP. The Fifth National Development Plan (2006 -2010) (FNDP) was to follow on the heels of the TNDP[1]. As is the case in Mozambique, the current PRSPs have been transformed back to their original status of national planning tools rather than be maintained as the PRSPs which had to be approved by the International Financial Institutions (IFIs). For the purpose of this paper therefore, PRSP refers to the Zambian national planning instruments, the Transitional Development Plan, the Fifth National Development Plan, the three years Medium Term Expenditure Frameworks (MTEF) and the annual national Budgets.

Overall, this paper explores the following issues:

1. The extent to which MDGs and PRSPs have become rallying points for national development; how MDGs have been integrated into national policy, planning and budget processes; and the extent to which the PRSP is supporting or undermining the MDG agenda.
2. The role of the World Bank and International Monetary Fund in the MDGs agenda and especially their influence in the flow of resources for the MDGs given their macro economic policy influence on the country;
3. The extent to which there is a coherent MDG message and programme of support from multi lateral agencies and other donors; the level of emphasis on particular goals and if, yes, if it was consistent with national priorities. In this regard, therefore, whether or not the MDG/Millennium Declaration agenda presents any opportunities or challenges to moving forward on national priorities.
4. The extent to which the country is demonstrating good practice in engendering national ownership of the MDGs; the process through which this has been done and how this has found expression in supporting institutional arrangements.
5. The extent to which MDGs have afforded better partnership between national stakeholders than the PRSPs. Of importance here is to assess the extent to which governments have been able to engage CSOs and the private sector in shaping the development agenda after the PRSPs experience. To what extent have the MDGs been a tool for raising awareness, developing consensus and alliance building around national development/poverty eradication?
6. Analysis of the extent to which the scope for CSOs to play a broader role in delivering the MDGs and PRSPs has been enlarged. Focus here lies to examining the extent CSOs have been engaged in policies, actions, and even in institutional arrangements for this to happen. What has the relationship between the PRSPs and the MDGs meant for the work and role of CSOs?
7. Some recommendations on how the international community, national governments and other stakeholders should handle the PRSPs and MDGs as tools for development in Africa.

1.2 Background Links and Synergies Between PRSPs and MDGs

In making the analysis of the relationship between the PRSPs and the MDGs and the extent to which these two are linked and integrated (or not integrated) it might be useful to examine two issues: their origins, what really lies behind them and what instruments are required for their fulfillment; and the extent to which these instruments are synergized. Broadly speaking, the origins of both the PRSPs and MDGs lie in the global need for a sustainable eradication of poverty. The growing depth of poverty over the past 30 years has definitely attracted the attention of policy makers, development practitioners and activists[2]. The Earth Summit of the United Nations Conference on Environment and Development (UNCED) in Rio de Janeiro in 1992 set the more profound stage for global pressure for finding solutions to the poverty problem in the Third World as part of sustainable development.

The Copenhagen Summit on Social Development in March, 1995[4] made further calls for eradication of poverty as an essential part of social development. The summit discussed several contributing factors to poverty and one of the more important ones, at least for Least Developed Countries, was that of external debt. It was recognized that external debt was consuming resources at the expense of social development in the debtor countries and that, therefore, finding ways to end the debt crisis could, among other things, contribute to human development.

Following the social summit, the G7 leaders meeting in Halifax, Nova Scotia, June 15 to 17, 1995[5] noted that the persistence of extreme poverty and marginalization of the poorest countries was simply not compatible with universal aspirations for prosperity and security. Recognizing that Sub-Saharan Africa faced especially severe challenges, the Summit committed itself to playing some role in eradicating poverty. Welcoming the Paris Club response to improving the treatment of the debt of the poorest countries (introduction of Naples Terms for Bilateral Debt); the G7 leaders "instructed" the Bretton Woods Institutions to develop a comprehensive approach to assist countries with multilateral debt problems, through the flexible implementation of existing instruments and new mechanisms. In September 1996, the Bretton Woods Institutions came up with the Heavily Indebted Poor Countries (HIPC) initiative which would respond to the debt crisis of the now designated as "Highly Indebted Poor Countries" (HIPCs). There was a list of 41 countries, of which 33 were in Africa. However, after two years of the initiative in 1998, only Uganda and Bolivia had qualified for any relief under the scheme. Increased pressure from the Jubilee Movement and the Debtor countries made the G7 Summit of Cologne, June 1999, to announce a programme that led to the Enhanced HIPC Initiative (eHIPC) with less onerous conditions and more accommodating accession time frames. Due to the flexibility introduced, by the end of the year 2000, a further 20 countries, including Zambia, had qualified with "Decision Point" status.

As a condition for eligibility the IMF and World Bank required that debtor governments, with the participation of their civil society, craft their national development policies and plans into Poverty Reduction Strategy Papers (PRSPs) to ensure that "saved" money from the relief would be spent on poverty reduction. The PRSP described the country's macro-economic, structural and social policies and programmes to promote growth and reduce poverty. It also included associated external financial needs (implemented by the IMF through the Poverty Reduction and Growth Facility (PRGF)

In the case of Zambia, the Interim PRSP was submitted to the Bretton Woods Institutions in July 2000 and the full PRSP was submitted in March 2002, approved and launched in June 2002 to cover the period 2002 to 2004. On the part of the Zambian government, the goal of reaching the Completion Point by December 2004 to achieve debt relief was the most important activity. The Completion Point was, however, reached only in April 2005, extending the anxiety of debt relief and, therefore, becoming the dominant development discourse in Zambia between 2002 and 2005. The significance of the HIPC process is underscored by Zambia's own reality: At the time of independence in 1964 Zambia was a middle income country with a per capita income of US$ 1,500. Since then it has experienced one of the most dramatic declines into the category of the Least Developed Countries (LDC) with a per capita income of US$ 380 (2003) as compared to Canada's US$ 23,930 (2003)[6]. The country ranks 177 out of the 190 countries covered by the UN Human Development Indicators. Some 73% of the population lives below the poverty datum line and it is estimated that 20% of the adult population is living with the HIV/Aids virus. Zambia declined into a heavily indebted country with a debt stock of US$ 7.2 billion and an estimated scheduled debt service repayment of US$ 600 million; well beyond its export means and, therefore, requiring significant debt relief which earlier debt relief mechanisms had been unable to address.

Being a severely indebted low income country with a per capita income of US$ 350 and a per capita debt of US$ 220 in 1999, Zambia had no choice but go through the HIPC process in order to secure the necessary debt relief. At Decision Point in late 2000 Zambia looked forward to a debt stock reduction of US$ 3.8 billion from a debt stock of US$ 7.2 billion and a reduction in debt service from roughly US$ 600 million to US$ 165 million at Completion Point. With much struggle, which included policy slippages, Zambia finally reached the HIPC Completion Point in April 2005, securing bilateral debt relief promised at the time of the Decision Point. The Gleneagles G8 Summit of June 2005 brought further hope as the IMF announced in December 2005[8] that Zambia would be granted debt relief through the Multilateral Debt Relief Initiative (MDRI) reducing the overall Zambian Debt Stock to US$ 500 million and, therefore, an overall annual savings of US$ 500 million. The importance of the PRSP in relation to debt relief was realized by the Zambian government. It maintained the required fiscal discipline, especially during 2004.

In terms of content, the Zambian PRSP, covering the period 2000 to 2004 drew up a Programme of Action to redress the evident poverty which had deepened to cover 73% of the population by 1998 as noted above. The main purpose of the PRSP was to promote sustainable economic growth and to improve social services and infrastructure. The PRSP identified HIV/AIDS, Gender and the environment as cross-cutting issues and good governance and improved public sector management as providing an enabling environment for implementation of the PRSP. There were clear intervention strategies in various sectors for achievement of the PRSP objective of poverty reduction[9]. The key areas of intervention, their activities and targets were as follows:

a. Economic Growth:

Due to earlier dependence on copper and its negative impact on its decline, there was need to expand economic activities beyond copper mining. In this regard key areas for economic growth would be Agriculture, Tourism, Industry and Mining. In these growth sectors various activities would be undertaken by government and provide opportunities for private sector investments for creating jobs and therefore increased incomes. Some of the key anticipated outputs were:

Agriculture: improved household food security, increased incomes and reduction in poverty; irrigation, improved crop storage, water conservation for farmers, improved efficiency and profitability; improved market facilitation to increase farming incomes; financial resources availability to enhance investments in the agricultural sector. The expected output is increased agricultural production and therefore incomes.

In Tourism: improved infrastructure to enhance investments in zoned activities to enable investments that would create incomes and cash-in on the tourism market using Zambia's high tourism potential.

Industry: support to micro, small and medium scale enterprise development with government as main buyer to stimulate growth of employment and income in this area; support to rural industrialization ; provision of Credit facilities; enhancing development of technology to provide the basis for industrial growth.

Mining: encouragement of large scale copper mining; small scale mining in various minerals, creating Gemstone Exchange.

b. Social Investment:

Health: Secure basic health package for the poor; Public Health priorities on Malaria, HIV/AIDS, Reproductive Health, Child Health, Epidemics; and Nutrition.

Education: Basic Education support programme; Equity programme; Literacy; Skills training, school improvement; improved staffing and management of universities and colleges.

c. Infrastructure:

Road improvements including those to new development areas such as farming blocks and mining; improved road transport; road safety; civil aviation, waterways, telephone communications, especially in rural areas; meeting energy requirements, efficiency of wood fuels, rural electrification;

Water and Sanitation: rural and urban water supply and sanitation; water resources planning , management and monitoring: water supply and use; dam construction in drought prone areas.

d. Cross Cutting Issues:

HIV/AIDS: reduction of new infections, reduction of social economic impact of HIV/AIDS, improvement of quality of life of Orphans and Vulnerable children, Improved services for Sexually Transmitted Diseases; prevention of mother-to-child transmission, prevention of TB

Gender: Women empowerment including access to property, Women information and Education; Women and financial services access, Women and decision-making, drug supply

Environment: Focus on developing a national policy on environment, dealing with water pollution and inadequate sanitation, soil degradation, Air pollution, wildlife and forestry.

e. Enabling environment:

Good governance: human rights, justice, resource allocation, elections, transparent decision making, economic policy, corruption

Macro-economic policy: the macroeconomic fundamentals

1.3 Categorisation of PRSP Activities

In the expenditure pattern in both the 2004 and 2005 Annual Government Budget, expenditure for Poverty Reduction Programmes (PRPs) are defined clearly into three categories comprising: PRP1: directly related to poverty reduction; PRP2: indirectly related to poverty reduction and PRP3: remotely related to poverty reduction as defined in the Medium Term Expenditure Framework (MTEF). Monitoring indicators were also included.

Although in the end the PRSP Monitoring Committee was disbanded due to lack of civil society capacity in the districts, efforts seem to have been made to appoint a committee for specifically monitoring Poverty expenditures and actual poverty reduction.

It is worth pointing out here that government paid a lot of attention to the PRSP process due to the reward at the end of it; the required debt relief which had also provided a political gain for the ruling party. The poverty focus was targeted in the PRSP.

1.4 The Millennium Development Goals

Like the other countries of the world, Zambia signed the Millennium Declaration in New York in September 2000. It was a commitment to facing and dealing with the challenges posed by widespread poverty, especially in the southern hemisphere of the globe, affecting mainly Africa, Asia and Latin America. Among others, the United Nations Conference on Environment and Development (UNCED) 1992 and the Copenhagen Summit of 1995, Copenhagen +5, Nairobi and Beijing Conferences on Women, Conferences on Least Developed Countries (LDCs) and others can be seen as the building blocks for the Millennium Declaration. Eight Millennium Development Goals (MDGs) to be achieved by 2015 were subsequently formulated to operationalise the aspirations laid in the Declaration.

The United Nations Millennium Project (the Project) lead by Prof. Jeffrey Sachs elaborated the programming and sets of actions that would be necessary to achieve the MDGs. (see www.unmillenniumproject.org/reports). The Project makes and draws everyone's attention to 10 key recommendations and including the level of financing required for meeting the MDGs under the general theme of Investing in Development. Some of the major aspects of the recommendations are as follows:

Recommendation 1

Developing country governments should adopt development strategies bold enough to meet the Millennium Development Goal (MDG) targets for 2015. We term them MDG-based poverty reduction strategies. To meet the 2015 deadline, we recommend that all countries have these strategies in place by 2006. Where Poverty Reduction Strategy Papers (PRSPs) already exist, those should be aligned with the MDGs.

Recommendation 2

The MDG-based poverty reduction strategies should anchor the scaling up of public investments, capacity building, domestic resource mobilization and Official Development Assistance (ODA). They should also provide a framework for strengthening governance, promoting human rights, engaging civil society, and promoting the private sector. The MDG-based poverty reduction strategies should:

- Be based on an assessment of investments and policies needed to reach the Goals by 2015.
- Spell out the detailed national investments, policies and budgets for the coming three to five years.
- Focus on rural productivity, urban productivity, health, education, gender equality, water and sanitation, environmental sustainability and science, technology and innovation.

- Focus on women's and girls' health (including reproductive health) and education outcomes, access to economic and political opportunities, right to control assets, and freedom from violence.
- Promote mechanisms for transparent and decentralized governance.
- Include operational strategies for scale-up, such as training and retaining skilled workers.
- Involve civil society organizations in decision making and service delivery, and provide resources for monitoring and evaluation.
- Outline a private sector promotion strategy and an income generation strategy for poor people.
- Be tailored, as appropriate, to the special needs of landlocked, small island developing, least developed, and fragile states.
- Mobilize increased domestic resources by up to four percentage points of GNP by 2015.
- Calculate the need for Official Development Assistance.
- Describe an 'exit strategy' to end aid dependency, appropriate to the country's situation.

Recommendation 3

- Developing country governments should craft and implement the MDG-based poverty reduction strategies in transparent and inclusive processes, working closely with civil society organizations, the domestic private sector, and international partners.
- Civil society organizations should contribute actively to designing policies, delivering services, and monitoring progress.
- Private sector firms and organizations should contribute actively to policy design, transparency initiatives and, where appropriate, public-private partnerships.

Recommendation 4

International donors should identify at least a dozen MDG "fast-track" countries for a rapid scale-up of official development assistance (ODA) in 2005, recognizing that many countries are already in a position for a massive scale-up on the basis of their good governance and absorptive capacity.

Recommendation 5

Developed and developing countries should jointly launch, in 2005, a group of Quick Win actions to save and improve millions of lives and to promote economic growth. They should also launch a massive effort to build expertise at the community level.

The Quick Wins include but are not limited to:

- Free mass distribution of malaria bed-nets and effective anti-malaria medicines for all children in regions of malaria transmission by the end of 2007.
- Ending user fees for primary schools and essential health services, compensated by increased donor aid as necessary, no later than the end of 2006.
- Successful completion of the 3 by 5 campaign to bring 3 million AIDS patients in developing countries onto anti-retroviral treatment by the end of 2005.
- Expansion of school meals programs to cover all children in hunger hotspots using locally produced foods by no later than the end of 2006.
- A massive replenishment of soil nutrients for smallholder farmers on lands with nutrient-depleted soils, through free or subsidized distribution of chemical fertilizers and agro-forestry, by no later than the end of 2006.

The massive training program of community-based workers should aim to ensure, by 2015, that each local community has:

- Expertise in health, education, agriculture, nutrition, infrastructure, water supply and sanitation, and environmental management.
- Expertise in public sector management.
- Appropriate training to promote gender equality and participation.

Recommendation 6

Developing country governments should align national strategies with such regional initiatives as the New Partnership for Africa's Development (NEPAD) and the Caribbean Community (and Common Market), and regional groups should receive increased direct donor support for regional projects. Regional development groups should:

- Be supported to identify, plan, and implement high-priority cross-border infrastructure projects (roads, railways, watershed management).
- Receive direct donor support to implement cross-border projects.

Be encouraged to introduce and implement peer-review mechanisms to promote best practices and good governance.

Recommendation 7

High-income countries should increase official development assistance (ODA) from .0.25 percent of donor GNP in 2003 to around 0.44 percent in 2006 and 0.54 percent in 2015 to support the Millennium Development Goals, particularly in low-income countries, with improved ODA quality (including aid that is harmonized, predictable, and largely in the form of grants-based budget support). Each donor should reach 0.7 percent no later than 2015 to support the Goals and other development assistance priorities. Debt relief should be more extensive and generous.

- ODA should be based on actual needs to meet the Millennium Development Goals and on countries' readiness to use the ODA effectively.
- Criteria for evaluating the sustainability of a country's debt burden must be consistent with the achievement of the Goals.
- Aid should be oriented to support the MDG-based poverty reduction strategy, rather than to support donor-driven projects.
- Donors should measure and report the share of their ODA that supports the actual scale-up of MDG-related investments.
- Middle-income countries should also seek opportunities to become providers of ODA and give technical support to low-income countries.

Recommendation 8

High-income countries should open their markets to developing country exports through the Doha Trade Round and help Least Developed Countries raise export competitiveness through investments in critical trade-related infrastructure, including electricity, roads, and ports. The Doha Development Agenda should be fulfilled and the Doha Round completed no later than 2006.

Recommendation 9

International donors should mobilize support for global scientific research and development to address special needs of the poor in areas of health, agriculture, natural resource and environmental management, energy, and climate. We estimate the total needs to rise to approximately $7 billion a year by 2015.

Recommendation 10

The UN Secretary-General and the UN Development Group should strengthen the coordination of UN agencies, funds, and programs to support the MDGs, at headquarters and country level. The UN Country Teams should be strengthened and should work closely with the International Financial Institutions (IFIs) to support the Goals.

- The UN Country Teams should be properly trained, staffed, and funded to support program countries to achieve the Goals.
- The UN Country Team and the IFIs (World Bank, International Monetary Fund, regional development banks) should work closely at country level to improve the quality of technical advice.

1.5 Costs

Making the desired corrections to the estimates, the Project suggested that a plausible level of overall Official Development Assistance (ODA) or development Aid, required for the MDGs during the coming decade will be $135 billion in 2006, rising to $195 billion in 2015. These figures are respectively equivalent to 0.44 and 0.54 percent of donor GNP, well below the internationally agreed target of 0.7% of GNP of developed countries[10].

It is beyond the scope of this Paper to make well informed commentary on each of the above recommendations in relation to the current PRSPs. However, from the outset, the following major comments can be made about the MDGs as elaborated on by the Project.

a) Although MDGs may be seen as indicators of development, as the Government of Zambia does, by simply monitoring trends and measuring the extent to which the indicators are fairing, the reality is that MDGs should be seen as poverty reducing objectives for which a whole set of activities with their own indicators must be elaborated on for achievement. An economy like that of Zambia must accelerate health delivery and achieve this target by the defined date. It is not enough to say whether or not a particular target will be met. The essence of the Millennium Declaration is to have everybody commit to achieving these goals and that this would require additional efforts beyond current efforts. It is for this reason that the Project makes Recommendation 1, noting that current PRSPs have to be aligned with MDGs. This implies that where the current PRSP indicates a certain level of attainment, it is prudent to make the adjustment (increased effort) to reach the MDGs. Even in terms of planning, the PRSPs should indicate the extent to which the MDGs in that particular sector will be met and what level of effort (including additional financial resources) beyond the current PRSP planning will need to be made.

   Scaling up above the current PRSP activities levels and increasing financing levels (aid to secure implementation and domestic finance to wean from aid dependency) are essential for meeting the MDGs (recommendation no. 2).

b) A number of countries should be selected and used as an example of achievement when all the recommendations are applied. The demonstration effect could help others follow suit. (recommendation 4)

c) Building expertise at local and community level is an essential part of meeting the MDGs. A very good example is in Zambia, where it makes sense to increase the number of health workers at community level to mitigate the increasing migration to the developed countries of highly qualified medical staff. This applies in many other sectors.

d) Poverty reduction and infrastructure for poverty reduction should go beyond the national boundaries. Sub-regional and regional programmes are important for the countries to reduce poverty together. Strengthening regional programming is required beyond what is recognized in the current PRSPs which are largely focused on internal poverty reduction strategies. An example is that of the TNDP which paid little attention to sub-regional issues.

e) There is currently no mechanism at the national level to measure the extent of donor commitment and fulfillment of the 0.7% Aid-to-GNP target. In the case of Zambia and indeed others, donor harmonization does not concretize aid growth levels of donor countries in relation to GNP.

f) Increased science and technology and access to markets through market supply constraints elimination (implementation of the Doha Aid for Trade) as additional to current efforts could change the nature of trade and incomes in the poor countries.

g) Last but not least, achieving MDGs requires additional financial resources (both national and foreign) and increased spending beyond current levels. Otherwise little will be attained.

In terms of financing, the Project estimates a MDG financing gap for every low-income country to be at some $73 billion in 2006, rising to $135 billion in 2015 from ODA. Compared to Zambia's external financing availability level of US$ 3 billion, such a huge amount could help reshape the Zambian reality. However, the absolute reality of Aid, and noted by the Millennium Project itself, is that having fallen from 0.51 percent as a share of donor GNP in 1960 to 0.33 percent in 1970, ODA reached 0.35 percent in 1980. By 1990 it was at 0.34 percent and then fell to 0.23 percent by 2002, the same year the 0.7 target was reconfirmed by all countries in the Monterrey Consensus. Therefore it is unrealistic, by any stretch of imagination, that the MDGs could attract additional financing beyond 50% of the current resource envelop due to a lack of political will on the part of the donors and in particular in relation to fiscal parameters established by the MTEF (such as maximum of 8% of GDP should be wages) which seeks to have some level of control over inflation which might be generated by a sudden bubble of growth.

1.6 The Non-synergetic Relationship Between the MDGs and the PRSPs in Zambia

On the basis of the above, the need for up-scaling above current levels in order to achieve the MDGs seems rather necessary and obvious and therefore the first question that arises is the relationship between the PRSP and the MDGs, the extent to which there is a synergetic relationship between the two, the extent to which the MDGs are integrated into the PRSPs or put another way, the extent to which the PRSPs have been aligned to the MDG agenda.

As a part of answering this question for Zambia, it is important to understand that strictly speaking it was not until 2003 that the issue of MDGs began to filter down and become a subject for discussion in civil society and government in general, in Zambia. In fact attention to MDGs was brought about by the need for the Zambian Government to make its first Report on implementation of the MDGs. Such Report was written in 2003. We will also show below that the Report written in 2005 for the MDGs+5 was done more as an obligation given the New York Meeting in September, 2005 than to really indicate the extent of attainment of MDGs resulting from scaled up activities over current PRSP, aimed at achieving MDGs because after all there was no change in planning to scale up beyond the existing PRSP.

The slow arrival of the MDGs could largely be attributed to the fact that the MDG agenda, as compared to the Debt relief agenda of the PRSPs, was not offering any real incentive. Attainment of the HIPC Completion Point seemed to be the more important issue because it offered a direct benefit, debt relief, whereas attaining of MDGs as will be shown below is best with all the intricacies around financing for development, the role of nation states, the role of development etc. But perhaps more important, the African countries like Zambia are caught up in the grips of the IMF who manage the economies through the PRGF and do not see it as realistic to scale up because there might not be absorptive capacity. But first, we start with looking at the extent to which MDG agenda is (not) integrated into the national planning processes.

2.0 Integration of MDGs in National Policy, Planning and Budget Processes

Zambia, like many other African countries that have gone through the IMF processes, has three major policy instruments and resource allocation mechanisms: the Annual Budget, the Medium Term Expenditure Framework (MTEF)(3 years rolling) and the five year development plans. One would have expected that because Zambia signed the Millennium Declaration in 2000 these major instruments would reflect, as part of the ongoing process, attainment of MDGs. The reality is that the scanty mention of MDGs would seem to suggest that the MDGs did not really land in Zambia and have certainly not been internalized or domesticated.

In his address to the Parliament of Zambia, the Minister of Finance and National Planning makes reference to MDGs only once in both the 2005 and 2006 budgets. On the other hand, focus in both budgets was on poverty reduction and wealth creation.

Reference to MDGs is general and is in the assumption that accelerated growth will achieve the MDGs. It is evident that politically the MDGs are not really that significant but have to be mentioned. They are perceived as indicators.

The MTEF is a government Green Paper that provides the macroeconomic and fiscal programme for a period of three years (rolling basis) and is presented to various stakeholders for dialogue and consultation. It includes the indicative expenditure allocations for all government spending agencies. In both the 2005-2007 and the 2006-2008 MTEFs there is no mention whatsoever of the MDGs and their targets. The main focus in both are the macroeconomic targets and strategies, the fiscal framework, poverty reduction programmes, government budgetary framework and indicative expenditure ceilings. The fundamental thrust is on growth and distribution. Activities related to MDGs have to be inferred by the reader as is indicated below.

The PRSP of 2002 to 2004 was not renewed at the end of the period. In 2005 it was phased into the Transitional National Development Plan 2002-2005. Being launched in 2002 the TNDP was itself essentially reliant on the PRSP and in particular, the work of the PRSP Working Groups for the conversion of the PRSP chapters into the TNDP. The TNDP shared the same theme as the PRSP, namely "Sustained growth, employment creation and poverty reduction" and because of the similarities, the PRSP was extended by one year, into 2005. For that reason, there seemed to be no reason for the PRSP to be renewed for 2005. In reality therefore, the PRSP found re-integration into the national planning framework and was, as it were, absorbed and domesticated inspite of its having had an "external" origin (in Cologne in 1999 and the overall HIPC process).

Given that the TNDP was launched in 2002, one would have expected that MDGs would feature prominently in the plan. The reality is that there is not a single mention of MDG neither in the Foreword by the President of Zambia nor in the Executive Summary of the Plan.

As will be shown below, the MDGs could very well have been completely outside the scope of those who were drawing up the TNDP. Understandably, the main concern was with the PRSP and in particular securing the HIPC triggers since Zambia had expected to reach the Completion Point under the HIPC process by December 2003 two years in the plan period. The failure to attain the Completion Point in 2004 meant the need to focus on that rather than the MDGs to which there were no incentives attached.

The Fifth National Development Plan (FNDP) for the period 2006-2010 was supposed to have been ready by December 2005. It was delayed for various reasons and is therefore not analyzed in this paper.

A brief analysis of the 2005 and 2006 budget speeches, the 2005-2007 and 2006-2008 MTEFs, the TNDP (2002-2005) and the sector papers for the forthcoming FNDP (2006-2010) in relation to the MDG targets reveals the following:

2.1 Goal 1: Eradicating Extreme Poverty And Hunger:

There is no direct mention of eradication of extreme poverty and hunger in the two budget speeches for the years 2005 and 2006. There is a deliberate push from poverty eradication to wealth creation and distribution in both budget speeches. The partial drought of the 2004/5 season prompted the Zambian government to appeal for food relief from donors. An estimated 1,200,000 are said to be affected. While this is to do with extreme hunger, these sort of activities are treated as an ongoing response to emergency rather than seen as structural problems which need to be resolved and should therefore be included in national planning processes since a major part of mitigation would be infrastructure investments (such as in irrigation) and these take at least two years to implement.

Poverty reduction programmes are allocated financial resources from the HIPC savings under MTEFs. Food security safeguards for the vulnerable groups are raised in the 2005-2007 MTEF. The national annual budgets for 2005 and 2006 reflect this category of expenditures.

As already noted, these allocations are not seen as contributing to the MDG targets but rather as part of an ongoing Zambian process of eradicating poverty without a targeted timeline. The targets set by the MDGs seems to be avoided because of the uncertainty of the country or a particular government achieving the goal.

In the TNDP emphasis is on sustained growth, employment creation as a poverty reduction strategy especially with focus on key productive sectors of agriculture, mining, manufacturing and tourism. There is only an underlying assumption that growth leads to poverty reduction. It is perhaps because of the unreliable assumption that there is no reference to the MDGs.

2.2 Goal 2: Achieve Universal Primary Education

Again in the two annual budgets of 2005 and 2006 there is no direct mention of the target to achieve universal primary education. Emphasis is on free education and increasing numbers of teachers. No targets are set in relation to attaining the MDGs.

In the MTEFs and TNDP emphasis is on improving the quality of education at all levels and there is no mention of levels of access to education as required by the MDGs. Again no real targets are set in relation to MDGs

In the education sector strategic plans 2003-2007 which inevitably is key for the FNDP, the realized challenge and tradeoff is also between access and quality of education. This already means that access will be less than expected if the quality is to be improved. The argument (at least here) has to be rested at this point because this is a real challenge. While the formal education system represented by the Ministry of Education is able to provide good quality education, the limited access to financial resources limits access. Civil society, such as the FMOZA, concerns around access and the need to achieve education for all puts pressure on civil society organizations and even communities to start schools for which they cannot guarantee good quality. The children could start and engage in schools in the most unimaginable surroundings of which the most romantic one is the school under the tree and the most unpleasant one is use of a beer hall before it is open for normal business.

Community schools in Zambia have become an important instrument for meeting the MDGs. "A community school is a community-based, owned and managed learning institution that meets the basic/primary education needs of pupils, who, for a number of reasons, cannot enter government schools. The community school provides learning that may compensate for the time lost by some groups without compromising set standards. The community school may be either locally or externally initiated, but it places the management and organisation of the school in the hands of a committee comprising representatives of a local community." (Ministry of Education (MoE) Policy and Guidelines for the Development of Community Schools in Zambia).

In 1996, CSOs involved in education decided to expand the establishment of community schools in order to respond to the increasing numbers of children without access to education. Access was limited by distance to school and the costs of being in school. With only 38 schools and 6,599 pupils in 1996, the numbers had increased to 1,335 schools and 176,629 pupils in 2002. It is estimated that in 2005 there were nearly 3,000 schools and 588,000 pupils, representing 25% of Zambia's total school population. More communities are being targeted for support to establish their own schools.

It is expected that by 2015, all children in Zambia will be in school as per the MDG target. Community schools have been able to reduce, to the barest minimum, the cost of being in school through use of simple infrastructure and no demands on pupils for school uniforms or any other costs.

Although there are financial and human resources constraints on both the government and the CSOs, the relationship between the government and the CSOs is working well due to the shared vision on the need to secure the meeting of the Millennium Development Goals. The real challenges however lie in the following:

- unavailability of teachers due to lack of incentives and high rates of death due to the HIV/AIDS problem
- lack of financial resources to enable schools meet their mandate.

The MDG approach would have suggested that additional resources be directed at this.

The MTEF of 2006-2008 allows for increased expenditure ceilings by 17% in education sector. But there is no discussion regarding whether or not this would help towards achieving the MDGs. These limits are set to be in line with the MTEF anticipated growth rate of GDP at 6% in 2006.

2.3 Goal 3: Promote Gender Equality and Empower Women

There was no direct mention in both the 2005 and 2006 budgets. Not even on the extent to which Zambia has achieved the elimination of gender disparity in education by 2005! And if this has not happened, what would be done next?

TNDP discusses equity mainstreaming in order to ensure education for all. This is a recognition of the UNESCO Education for All campaign and declaration of 9 March, 1990 with the target of reducing the male-female literacy and education gap. It is evident from both the MTEF and TNDP that these issues are not addressed in the same way as the MDGs which have a very specific Target 4 of eliminating gender disparities in primary and secondary education by 2005!

2.4 Goal 4: Reduce Child Mortality

There was no direct mention in both the 2005 and 2006 budgets speeches.

MTEF is concerned about overall delivery of health services and no mention of reducing child mortality.

TNDP places emphasis on provision of a basic health package to all in order to reduce mortality and morbidity. There is no discussion on reducing by two thirds the under five mortality rate as demanded by the MDG targets.

2.5 Goal 5: Improve Maternal Health

No direct reference to maternal health in the two budget speeches.

MTEF is concerned about overall delivery of health services and no mention of improving maternal health.

TNDP places emphasis on provision of a basic health package to all in order to reduce poverty.

In the Health Sector Strategic Plan 2005 - 2009 which is the basis for the FNDP the Ministry simply outlines the constraints to improving maternal health.

2.6 Goal 6: Combat HIV/Aids, Malaria and other Diseases

This matter is well addressed in all the planning processes even if no real reference is made to the MDG targets. However, no mention in the MTEF at all.

TNDP emphasis was on reducing new infections; in line with MDGs but no mention of MDGs specific targets.

For the health sector as a whole, covering Goals 4, 5 and 6, the main challenge is service delivery, Malaria, HIV/AIDS, Tuberculosis, Child Health, Integrated Reproductive Health, Mental Health, Oral Health, Epidemic Control, environmental health and food safety, clinical care and diagnostic services, technical support services, procurement and supplies and the bottom line relate to financial resources and human resources capacity where the whole health service is operating at less than 50% capacity in terms of human resources required to run the health system.

It is easy to see from this that the MDGs are no where near to representing what the priority must be for Zambia in the health sector. Thus for the health sector MDGs are really not the issue or put another way, the PRSP has not integrated the MDGs.

In 2006 government budgetary expenditures in the health sector is allowed to grow by 25% over 2005 but this is in line with anticipated overall growth rate of 6% in GDP rather than related to the needs of the health sector which is demanding an increase of 100% in front line health workers in order to improve health delivery[11].

2.7 Goal 7: Ensure Environmental Sustainability

The environmental sector is not of explicit importance in the annual budgetary process and therefore there is no mention of overall environmental issues and in particular access to safe drinking water and decent dwelling. However, tax concessions were made for mining companies to recover their costs for environmental restoration (2006 Budget).

There is no mention in the MTEFs. TNDP awakens to the need for environmental policies and implementation along MDG lines but does not mention MDG targets.

2.8 Goal 8: Develop a Global Partnership for Development: As Might Apply To Zambia

In the 2005 and 2006 Budgets the main focus is on debt relief and not on managing and increasing global partnership for increased resources flow to achieve the MDGs. A youth fund is established in the 2006 Budget but not related to the MDGs.

In the MTEFs there is reference to donor harmonization and the importance of donor funding in the resource envelop.

The TNDP also places importance on foreign funding but remains realistic in terms of achievable levels (US$ 3 billion per year rather than the required US$ 73 billion.)

The FNDP will most likely discuss the newly developed Aid Policy as well as donor harmonization in the spirit of the Paris Declaration on March 2005. That may lead to a Joint Strategy for Zambia (JASZ) by the donors on the basis of a defined PRSP.

2.8.1 The MDG Report

As noted by the Millennium Project, the UN system is expected to strengthen the coordination of UN agencies, funds, and programs to support the MDGs, at headquarters and country level. The UN Country Teams should be strengthened and should work closely with the international financial institutions to support the Goals. Country Teams should be properly trained, staffed, and funded to support program countries to achieve the Goals.

The Zambian Millennium Development Goals Status Report 2005 written with the leadership of the UN country offices is a disappointment. It is no more than an assessment of the status and trends and long lists of challenges. It barely offers any analysis of what should be done to correct the existing reality which shows the high unlikelihood of the MDGs being met. It is obvious that the UN system has no clout to influence this reality even if it is expected to do so. The UN could help with a quantum change from the current definitions of Fiscal space[12] which constrain development in a country like Zambia where notions of fiscal space limit the extent to which a government can expand beyond current thinking to jump start a development process. In the Paris High Level meeting on Fiscal Space, donors are cautioned of raising health expenditure in Africa until the reform process is completed! This obviously undermines the attainment of MDGs[13].

3.0 The MDG Message and Programme of Stakeholder Support

In the PRSP process, there was very clear evidence of an attempt to make the process a Zambian one. As noted elsewhere in this report the process of preparing the full PRSP submitted in March 2002 to the IFIs and launched in June 2002 to cover the period 2002 to 2004 had a strong civil society participation. The testimony of serious civil society participation is visible through the existence of an institutionalized civil society organizations coalition, the Civil Society for Poverty Reduction, which participated in the full PRSP formulation process and continues to exist for engaging in policy discussions and monitoring poverty in Zambia (see. www.cspr.org.zm) . The MDGs have not gone through the same process. They remain external waiting to fully land at some point and become domesticated fully. There is therefore no national ownership yet.

3.1 Government

Government is central to the formulation of both the PRSPs and national plans and also the MDGs. Thus one would have expected that the Zambian government would secure the harmonization of the PRSP and MDG agenda as suggested by the Millennium Project. From above analysis it is obvious that government has not been able to absorb the MDG framework in a way that enables it to pay particular attention to this framework. One of the possible explanations to this is that the Government is constrained by the current PRGF framework in which key parameters are fixed. For example, government would not be able to exceed its wages bill beyond the defined 8% of GDP defined by the MTEF during 2006, its own three year planning framework. Given that this has largely been agreed to with the donors, there does not seem to be scope for expansion of the three year MTEF. If more resources are available, the government may exceed the MTEF by 25%[14]. However, given the slow progress in the implementation of the various programme overall, it is unlikely that the government sees any scope for expanded expenditure. This however seems to conform to the IMF PRGF programming which is restrictive. Government should be more bold to challenge itself and work with the cooperating partners to break through this barrier.

3.2 International Financial Institutions

In relation to the World Bank, which monitors structural and institutional adjustments, one of the shortfalls was in its inability to incorporate the MDGs in the HIPC triggers during the period 2002 to 2005. Even a very superficial review of the HIPC triggers indicates that they were far too short of what needed to be done to go towards attaining MDGs.

Zambia's HIPC Triggers on Poverty Reduction: (Goal 1)

Adopt PRSP, and 1-year implementation Progress in education sector; Increase budget share from 18.5% to 20.5%; raise teacher compensation above poverty line in rural areas and increase student retention in outer provinces There is no mention of up-scaling of expenditures to cover education infrastructure expansion and new recruitments or wage increase to address the problem of teachers living below the poverty line in Zambia.

Zambia's HIPC Triggers on Progress in Combating HIV/Aids

Create National AIDS Council; implement HIV/AIDS education program in ministries; make progress in health sector; develop Action plan for malaria prevention; secure transparent mechanism for drug procurement; secure timely release of complete, detailed health data; and release at least 80% of budget to District Health Management Boards There is no mention of the fact that required expenditures on HIV/AIDS including orphans is more than even what the government is able to secure from the Global Fund. The Malaria target under the MDGs is to ensure that mosquito nets are provided to all needing them already by 2006. The Bank does not raise these issues as triggers.

The Bank's Country Policy and Institutional Assessment (CPIA) is going to be increasingly important for assessment and for allocating of loan and grant resources among borrowers, determining the policy direction of new operations, and establishing debt relief targets. Given that the PRSP is the 'road map' to MDGs, the attainment of MDGs is highly dependent on the CPIA-derived policy prescriptions which focus on economic management, structural policies, policies for social inclusion (safety nets), public sector management and governance. Little is said about attainment of MDGs.

In general, and despite the rhetoric, the MDGs lie outside the realm of IFI focus; the CPIA is purely an instrument through which the World Bank can achieve their intended policy reform objectives - whereas the globally agreed focus on MDGs remains unmentioned!

Through the PRGF, the IMF remains the gatekeeper for countries to access development finance. Falling out of the HIPC process and suffering a delayed HIPC Completion Point due to slippages in the PRGF programme always leads to development partners withholding development finance with which comes delays in implementing poverty reduction programmes. As has been the case in Zambia (2003), the benchmark itself, denial of government to pay increased wages above poverty line in order to respect the fiscal targets, was a poverty-entrenching policy which is in total contradiction to the Millennium Declaration.

With government wages fixed at 8% of GDP, there is no scope for increasing the number of workers in the health sector to meet the current shortfall of 26,000. With little room to maneuver in the budget the government is unable to dismantle the internal debt which stands at US$ 100 million in 2006.

3.3 The Scope and Role for CSOs in MDGs and PRSPs

Given that development and especially policy formulation and even implementation of MDGs and PRSPs must involve the role of key stakeholders, the real questions that keep emerging in the Zambian context are whether or not CSOs have adequately engaged in policies, actions, and even in institutional arrangements for realization of poverty eradication. Some of these questions are: what the relationship between the PRSP and the MDGs meant for the work and role of CSOs; the extent to which MDGs have afforded better partnership between national stakeholders than the PRSPs; and the extent to which government has been able to engage CSOs and the private sector in shaping the development agenda after the PRSPs experience? The extent to which the MDGs have been a tool for raising awareness, developing consensus and alliance building around national development/poverty eradication? While a detailed answer to these questions requires more time and resources for research, it is clear that in Zambia, various stakeholders have been fully aware of the PRSP and the MDGs and in their own way are trying to contribute to their attainment in the confines of the current grip of essential policy making by the Bretton Woods Institutions.

It is generally accepted that the MDGs were well articulated at the international level through the Millennium Declaration. Because the Declaration was a consensus, the MDGs have become an important issue for the international and global development agenda and must, of necessity, filter down to countries and even communities. The main benefit of the MDGs is that they brought a new sense of urgency to the fight against poverty. Because of the MDGs for example, the Zambian government, stimulated by United Nations Development Programme (UNDP), confirmed the need for a National Policy on Environment in 2003. It is also a known fact that while the PRSP was a strategy for poverty reduction, with indicators, it did not have clear measurable targets in the same way as those indicated in the MDGs. The PRSP also did not address problematic issues like trade and market access, ODA, and debt in a way articulated in the Declaration as being essential to poverty eradication. But the true relevance and use of the MDGs lies in the ability of governments and CSOs to reach them. If this does not happen they will be like many other declarations that have gone before them. Their additionality lies in commitment and ability to attain them because, for example, the current work on organic farming and use of agro-forestry for sustainable agriculture derives from earlier global concerns for sustainable development, the UN Conference on Environment (UNCED) in Rio de Janeiro in 1992, and the World Summit on Sustainable Development (WSSD) in Johannesburg in 2002.

CSOs see the Millennium Declaration as history and background to the MDGs, which are then more specific and accordingly adequate to work with; they are short and understandable and fit within the necessary targets at national level. They are seen as stand-alones from the Declaration. Even accepting this, few if any, CSOs have framed their work in terms of the MDGs, largely because the MDGs are relevant to their on-going work and there is no perceived need to recast their framework. It may be noted however, that because the MDGs are targets, they have had the impact of sharpening the work of those CSOs in search of concrete deliverables. In this regard, the MDGs have played the role of sharpening thinking around the work of the CSOs, making their work more focused. The more the MDGs are implemented by both government and CSOs, the more internalized they will become. At another level, the MDGs have brought in a sense of urgency to deal with poverty issues by placing targets on some of the key parameters of poverty.

Except for Goal 8, the MDGs are social goals and this has made it easier for people to relate to them and secure a commitment to meeting them; they are issues that people are confronted with on a daily basis, which need benchmarks and which reinforce the initial belief in PRSP.

> **Today, the IMF remains the gatekeeper for securing that Zambia's fiscal parameters are met including closing the budget deficit which might provide additional domestic resources required for meeting the MDGs. Behind the scenes, the IMF secures that Zambia will maintain its parameters set out in the MTEF for 2006-2008.**

Financing the MDGs directly through increased ODA, to the internationally agreed levels of 0.7% of the GNP of developed countries, is not really being addressed directly, and is not articulated at the national level. There is reference to debt relief and trade or market access, but even that has not been obvious, nor is it directly linked at the national level in terms of targets.

In Zambia, serious discussions on the MDGs only started in 2004, having been initiated in 2003. Again, this is because it took some time for the concept to find meaning at the country level. The creation of the national MDGs Task Force by the government and the involvement of civil society, has played a role in securing a shift among CSOs towards the MDGs. Equally, the launch of the Civil Society National Committee on MDGs, in April 2004, comprising 12 CSOs and expanded during 2005 in the context of the "Make Poverty History" campaign has drawn focus to the centrality of the MDGs as some of the benchmarks for poverty eradication.

3.4 Contribution of CSOs to the MDGs

All the goals and targets of the MDGs are related to areas of work in which CSOs are already involved. The PRSP process on poverty reduction stimulated CSO involvement at an unprecedented level in Zambia. The formation of the Civil Society for Poverty Reduction (CSPR) and its membership in various arenas of poverty reduction created good ground for CSO involvement and contribution to the attainment of the MDGs.

Some of the major CSO contributions to attainment of the MDGs are as follows:

3.4.1 General sensitization on the MDGs

Many CSOs have taken it upon themselves to sensitize people at the national, provincial and local levels, about the MDGs and what they can do to contribute to attainment of the goals. The Civil Society National Committee (CSNC) has begun a process of mobilizing resources to increase the capacity of its membership to take up sensitization and increase the role of their stakeholders in contributing to attainment of the MDGs. This process is also important in persuading people themselves to participate in the attainment by sending their children to school, and improving their health practices.

3.4.2 Leading Activities on Specific Goals

Specific Goals have their lead CSOs, though there are more CSOs working on MDGs-related issues than are institutionally linked to the MDGs as such. This is how CSOs make a direct input as part of the MDGs network.

Poverty eradication: A host of NGOs work in the area of people empowerment. CSPR, a coalition of CSOs working on poverty reduction, has held sensitization workshops at national and provincial levels, working with the government and the UN system in Zambia to spread the MDGs concept. CSPR, as a network, also monitors and tracks government's commitment to and attainment of the PRSP and MDGs. Other organizations, like Women for Change, provide support to women in rural areas, empowering them to be economically strong and therefore live sustainable lives.

Universal education: Here too, there are many CSOs involved. The ones encountered by this process are those involved with community schools and those using the radio and community workshops to sensitize communities to place more children in schools. These organizations also manage community schools which have now increased in number from 38 in 1996 to 1,149 in 2001. These numbers are increasing every year. At this pace these CSOs will make a serious contribution to attainment of universal education for all by 2015 in Zambia. With additional financial resources their potential to reach more children is higher than government can achieve.

This is why government supports their activities and has a Memorandum of Agreement with them. Sensitizing the Zambian people, through radio programmes, on the importance of sending their children to school. has itself become a success over the past year.

Promoting gender equality and empowering women: Apart from those promoting community schools, there are CSOs that are associated with the promotion of Education for All, in line with the United Nations Education, Scientific and Cultural Organization (UNESCO) Declaration on Education for All; of which the MDGs' target of eliminating gender disparity in education is a derivative.

In this regard, Zambian CSOs have contributed to securing policy change in the following areas:

- Securing and promoting education for girls by eliminating some of the underlying constraints. In this regard, CSOs were instrumental in securing a policy which allows girls to re-enter school after dropping out for whatever reason;
- Securing a more proactive gender policy in education;
- Securing elimination of school fees which were prohibitive and therefore kept children - especially girls - out of schools;
- Providing bursaries to remove the financial constraint to education;
- Undertaking studies and making consequent interventions to alleviate constraints facing girls in schools, in order to secure their continuation;
- Working towards securing gender equity in the education sector decision-making, where management positions are currently dominated by men (72.7%), with only 27.3% of the positions held by women. This is essential to provide encouragement for girls to continue school.

Reducing child mortality and improving maternal health: Here again there are several CSOs involved through training of community health workers, including traditional birth attendants. Through the Global Fund for HIV/AIDS, TB and malaria, CSOs are providing medicines as well as support for community health infrastructure. Lobbying and advocacy work is focused on increased funding for community-based health providers and improvements in logistics and distribution of contraceptives.

Combating HIV/AIDS: This area is largely dominated by CSOs, which are raising awareness on HIV/AIDS prevention; providing voluntary testing; counselling; and securing access to care and treatment. In this process, most CSOs are training community-based health care providers. Because HIV/AIDS and poverty reinforce each other, many CSOs are also engaged in supporting poverty reduction activities, especially securing good nutrition.

Ensuring environmental sustainability: Again, there are CSOs raising environmental awareness through radio and publications, and actively participating in the formulation of the national policy on the environment.

Developing global partnerships for development: There is at least one CSO working on trade issues including work on the WTO, Cotonou, Everything But Arms (EBA), Economic Partnership Agreement and other similar areas, to ensure that Zambia reaps benefits from trade. Other CSOs are part of the Jubilee Zambia Campaign on debt cancellation.

There is so far no CSO in Zambia that works strictly on ODA. However, many CSOs are involved indirectly in advocating for increased ODA to 0.7% of GNP of the developed countries.

It is also worth noting that the Church in Zambia is an important player in fostering development and is already playing a major role in attaining the MDGs. There is, however, a general feeling that the Church could do more; its conservative approach to the HIV/AIDS problem poses a challenge to open up more and secure a positive change in the mindset of its constituency.

3.4.3 The Zambian Private Sector

Through a partnership with the Zambian government and the donors, the private sector is slowly beginning to make a contribution to policy formulation and implementation that should enable the elimination of constraints to investments in Zambia for both local and foreign investors.

Through the Private Sector Development Programme (PSD) a whole series of activities numbering more than 88 have been identified for reform or action. There is an increasing realization that the private sector led growth is important if not crucial for creating wealth and jobs and therefore eradication of poverty; towards meeting MDG goal 1, in particular but also contributing to widening and deepening the government's tax base for increased expenditures in the social sectors.

4.0 Conclusion

The broader conclusion of this Paper is that apart from the rhetoric, the Millennium Development Goals idea has not yet landed in Zambia and has not been domesticated to secure its implementation and impact. This is obvious from the fact that the MDGs have not been integrated in the national planning processes nor even in the rhetoric about development. Because the Zambian government were signatory to the Millennium Declaration they have been obliged, together with the UN system in Zambia to write status Report on MDGs even when nothing concrete in terms of additional efforts are being made. The MDGs are being reported as general indicators of development. This was not the essence of the Declaration. The idea was that additional efforts should be made to secure that female literacy rates are increased to equal that of males in schools by 2005! The reality is that the opposite is happening and noone seems to be explaining why nothing is being done about it! (see Status Report 2005, page 14.)

The reality too is that the Medium Term Expenditure Framework which limits government expenditure is a static development instrument if the MDGs are to be met through the doubling or even tripling of expenditures across the sectors as demonstrated by the Millennium Project. The Fiscal Space argument (in Paris, November2005) urging donors to only pay attention to stability of ODA flows and not increasing the ODA flows because the reform processes in countries like Zambia are not yet complete; also contradict the discussions on increased ODA to the level of 0.7% of GNP as agreed under the Monterrey Consensus.

It is therefore no wonder that the MDGs process does not find ownership at the national level because the main way of achieving the MDGs at the national level is to increase expenditures and activities beyond the existing PRSP planned efforts and increased financial expenditures. Both of these are not within the control of the Zambian government. Breaking with business as usual as demanded by Commonwealth civil society[15] will require a new form of government leadership in Zambia; a leadership committed to attainment of MDGs through increased level of effort.

5.0 Recommendations

From the foregoing analysis the following conclusions and recommendations can be established:

a) As suggested by the Millennium Project, PRSPs require additional financial resources and efforts if the MDGs are to be attained. Thus the Call for increased political will for meeting the 0.7% of GNP to be fulfilled by donors should be met.

b) In the case of Zambia, it is clear that the MDGs are not really integrated in the national planning and resource allocation instruments, the budget, the Medium Term Expenditure Framework, the Transitional Development Plan and indeed in some of the sector plans for the forthcoming Fifth National Development Plan. The government should take bold steps to engage the cooperating partners on how best to attain the MDGs instead of the government taking MDGs purely as partial indicators for the results of the PRSPs. It is evident that PRSPs do not have the MDG goals and they have to be integrated.

c) Given that the MDGs are nevertheless important measures of success of the PRSPs or national planning processes, the International Financial Institutions should include them in their instruments and in relation to their development clients, the national governments. Again done in an integrated way, MDGs could support the national planning processes themselves.

d) Although CSOs have been involved in disseminating information and monitoring of MDGs; they do so not from the perspective of the existence of the MDGs; but rather from the central view point of their complimentary role in eradicating poverty as a whole. In more ways than one, therefore, the MDGs are not necessarily a rallying point for development in Zambia. They have to be turned into active programmes for them to be a rallying point. Financial constraints in the CSO sector has hampered the sector from taking these issues as targets of achievement. CSOs should continue to lobby government to shift from perceiving MDGs as indicators of PRSPs to seeing them as something that is achievable.

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7.0 Organisations Consulted

1 Civil Society for Poverty Reduction (CSPR)
2 Civil Society Trade Network
3 Churches Health
4 Community for Human Development -
5 Evangelical Fellowship of Zambia -
6 Heart of Mercy
7 Institute for Policy Studies
8 The Environmental Conservation Association of Zambia
9 The Green Life Movement
10 Women for Change
11 Zambia Community Schools Secretariat

End Notes

1 At time of submission of this paper the FNDP had not been published. It suffered a delay due to human resources capacity constraints.
2 In Zambia the economic decline began around 1975. As can be seen below Zambia has not recovered its middle income status of 1964 yet.
3 See http://www.un.org/geninfo/bp/enviro.html
4 See www.un.org/esa/socdev/wssd
5 See www.**g7**.utoronto.ca/**summit**/**1995**halifax/communique/nuclear.html
6 CIDA Fact Sheet on Zambia. See http://www.acdi-cida.gc.ca/CIDAWEB
7 Due to collapse of both the copper prices and the copper production and therefore overall earnings from US$ 1,2 billion in 1976 to a bare US$ 400,000. with copper constituting 80% of Zambia's earnings.
8 see IMF Press Release No 05/286 on IMF website www.imf.org/
9 see the Zambia full PRSP on www.imf.org/external/np/prsp/2002/zmb/01
10 Reconfirmed in the Monterrey Consensus of 2002 under Financing for development
11 Zambia government Ministry of Health Strategic Plan, 2005.
12 See High Level Forum on Health MDGs: Fiscal Space and Sustainability from the Perspective of the Health Sector, Paris 14-15 November, 2005 www.hlf**healthmdgs**.org
13 See page 29 of the report on www.hlf**healthmdgs**.org
14 The MTEF sets budgetary limits and for government expenditure in line with anticipated annual GDP growth rates.
15 Breaking with Business as Usual, Perspectives from civil society in the Commonwealth on the Millenium Development Goals, Commonwealth Foundation, 2005.