

REPUBLIC OF ZAMBIA

REPORT

OF THE

**COMMITTEE ON CABINET AFFAIRS ON
THE IMPLEMENTATION OF THE NATIONAL MONITORING AND
EVALUATION POLICY IN ZAMBIA**

FOR THE

SECOND SESSION OF THE THIRTEENTH NATIONAL ASSEMBLY

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FOREWORD

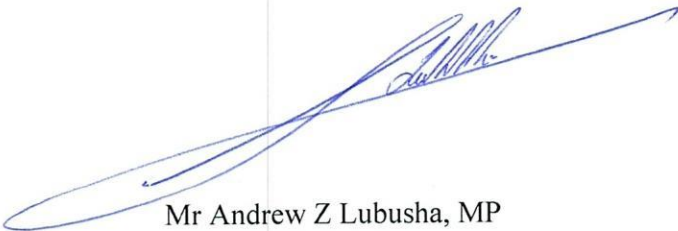
Honourable Madam Speaker, the Committee on Cabinet Affairs has the honour to present its Report for the Second Session of the Thirteenth National Assembly. The functions of the Committee are as set out under Standing Orders Nos.197 (m) and 198 of the National Assembly of Zambia Standing Orders, 2021.

In accordance with its Programme of Work for the Second Session of the Thirteenth National Assembly, the Committee undertook a study on the “Implementation of the National Monitoring and Evaluation Policy in Zambia

The Committee’s Report is in two parts. Part I highlights the summary of the submissions of stakeholders on the topical issue; the findings of the Committee from the tour; and the Committee’s observations and recommendations. Part II reviews the Action-Taken Report on the Report of the Committee for the First Session of the Thirteenth National Assembly.

In order to acquaint itself with the implementation of the National Monitoring and Evaluation Policy in Zambia, the Committee sought both written and oral submissions from different stakeholders, the list of which is at Appendix II. The Committee also undertook some site visits to various institutions and held meetings in Southern, Copperbelt, Central and North-Western Provinces. In this regard, the Report highlights a summary of submissions from stakeholders, challenges identified by stakeholders and the observations and recommendations made by the Committee.

The Committee wishes to pay tribute to all stakeholders who appeared before it and tendered both oral and written submissions. It further wishes to thank you, Madam Speaker, for according it an opportunity to undertake the study. The Committee also appreciates the services rendered by the Office of the Clerk of the National Assembly during its deliberations.



Mr Andrew Z Lubusha, MP
CHAIRPERSON

June, 2023
LUSAKA

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LIST OF ABBREVIATIONS AND ACRONYMS

CDF	Constituency Development Fund
CPs	Cooperating Partners
CSOs	Civil Society Organisations
DDCC	District Development Coordinating Committee
IT	Information Technology
M&E	Monitoring and Evaluation
MPSAs	Ministries, Provinces and Spending Agencies
NDP	National Development Plan
RDA	Development Agency
RTSA	Road Transport and Safety Agency
SZI	SMART Zambia Institute
UNHCR	United Nations High Commission for Refugees
UNSDCF	United Nations Sustainable Development Cooperation Framework

1.0 MEMBERSHIP OF THE COMMITTEE

The Committee consisted of Mr Andrew Z Lubusha, MP (Chairperson); Mrs Chrizoster Halwiindi, MP (Vice Chairperson); Mr Oliver M Amutike, MP; Mr Darius Mulunda MP; Mr Christopher Shakafuswa, MP; Mr Kaliye Mandandi, MP; Dr Christopher K Kalila, MP; Rev Given Katuta, MP; Mr Cliff Mpundu, MP and Mr Elias M Musonda, MP.

PART I

THE IMPLEMENTATION OF THE NATIONAL MONITORING AND EVALUATION POLICY IN ZAMBIA

2.0 Background

The Government developed the National Monitoring and Evaluation Policy to provide a framework to measure and track progress in the implementation of policies, plans, programmes and projects. This arose due to the need for a robust national Monitoring and Evaluation (M&E) framework to guide the National Development Plan implementation and provide mechanisms for objective assessment of programme results (outcomes and impacts) which needed the urgent and coordinated attention of all stakeholders. The policy was implemented in 2019 and was housed under the Ministry of Finance as the custodians.

Further, the need for uniformity in planning and reporting for fund utilisation necessitated the need for a National Monitoring and Evaluation Policy that would help the Government track spending by various Ministries, Provinces and Spending Agencies (MPSAs) against the planned activities and programmes to drive national development.

The need to demonstrate results (outcomes and impacts) of development programmes had increased pressure on Government and other development cooperating partners to establish and strengthen systems for generating the necessary evidence.

A Needs Assessment Study conducted in 2015 found limited evidence-based policy making and programme design; weak linkage between programmes in the Medium Term National Development Plans and annual budgets; fragmented systems of data collection, analysis and dissemination; uncoordinated monitoring and evaluation activities; and multiplicity of information technology (IT) systems partly arising from limited coordination between Government and Cooperating Partners (CPs). The assessment also revealed that the status of M&E across Government was at different levels of development and application.

In light of the above, the Committee undertook a study on the implementation of the National Monitoring and Evaluation Policy in Zambia.

3.0 Objectives

The objectives of the study were to:

- i. ascertain the sufficiency of the National Monitoring and Evaluation Policy objectives with regard to strengthening institutional M&E structures, capacity development and accountability among all development stakeholders;

- ii. ascertain the role of state actors at national, provincial, district and sub-district levels and their effectiveness in the implementation of the National Monitoring and Evaluation Policy;
- iii. establish the role and effectiveness of non-state actors in the implementation of the National Monitoring and Evaluation Policy;
- iv. understand the challenges, if any, faced at national, provincial, district and sub-district level in the implementation of the National Monitoring and Evaluation Policy; and
- v. make recommendations to the Executive on the way forward.

4.0 SUMMARY OF SUBMISSIONS BY STAKEHOLDERS

The submissions made by stakeholders are summarised below.

4.1 Sufficiency of the Legal and Policy Framework

The stakeholders who appeared before the Committee submitted that Zambia's M&E legislation was backed by the National Planning and Budgeting Policy of 2014 and a piece of legislation, *the National Planning and Budgeting Act, No. 1 of 2020*, which required that the Government developed a National Development Plan (NDP) for the country every five years. The plan aimed at achieving the National Vision, the Vision 2030, which was a long – term focus of ensuring that Zambia attained a middle income nation status by the year 2030.

Since reverting to the NDPs model in 2006, Zambia had been developing National Development Plans to run for a period of five years. The latest being the 8th National Development Plan (8NDP), with clearly outlined focus areas of:

- i. Economic Transformation and Job Creation;
- ii. Human and Social Development;
- iii. Environmental Sustainability; and,
- iv. Good Governance Environment.

The four strategic development areas were aimed at realising sustainable development in the medium to long- term and the yardstick for measuring those development plan pillars were expected outcomes of the outlined planned programmes.

With regard to the sufficiency of the legal framework of the Monitoring and Evaluation Policy, stakeholders submitted that it did not clearly detail any measures or the need for deliberate and detailed M&E planning. To strengthen, especially the execution of all M&E aspirations within the Policy, there was need for short, medium to long-term planning and financing for M&E, including continuous monitoring of activities, medium to long term assessments and evaluations, and the work of external evaluators. That would be expected under strategic objective 1 or 2, but was not clear in both, which needed strengthening at operationalisation of the Policy.

While the Policy mentioned the need to strengthen capacities to share, and use M&E data and information, there was need for the strengthening of clear guidelines or strategy on communication and information sharing with government institutions and cooperating partners. Among other things, having an accurate information sharing system was of essence as the information would be shared across various vertical and horizontal layers which needed proper and deliberate guidance. The vision of the M&E policy was to have "*A results-oriented, evidence-based, well-coordinated, integrated and robust Government-Wide*

Monitoring and Evaluation System for improved development results". The policy had specific objectives that focused on strengthening M&E systems in the public sector at all levels. Having been launched in 2019, it was reported that all the ministries and provinces were aware of the Policy as they participated in the development of the Monitoring and Evaluation Policy.

Consequently, the majority of the ministries and provinces were confident that the Monitoring and Evaluation Policy and the implementation plan were sufficient in providing general direction on M&E. However, what had been lacking was the implementation of the Policy by line ministries and provinces as demonstrated by the lack of M&E frameworks and operational plans to guide the practice at different institutional levels and lack of appropriate structures responsible for M&E within many ministries and provinces.

Further, some ministries were not familiar with the content of the Policy and the implementation plan. In addition, the current Zambian laws on M&E were ad-hoc, fragmented and generalised provisions which lacked explicit legal backing. The consequences of such gaps were weaknesses in the overall implementation of the M&E functions by the Government, thereby, failing to appreciate the processes of national planning and budgeting. The other weakness was the disjointed M&E framework for line ministries, Civil Society Organisations (CSOs) and cooperating partners that did not directly contribute to the National M&E framework. Without proper legal backing for the Policy, Ministries, Provinces and Spending Agencies (MPSAs) and cooperating partners were not compelled to adhere to the aspirations of the Policy. It was therefore, imperative to recognise that there was need for the legislature to enact laws that promoted the implementation of the Policy. In addition, at district level, there was no evidence that the Policy had aligned plans, programmes, projects and budgets to the national performance framework key result areas and their key performance indicators. Due to this, the Policy had failed to promote integrated results in development planning and implementation at all levels by ensuring that each sector developed a sector performance framework linked to the defined set of key result areas and appropriate key performance indicators.

Further, there was little evidence at district and local Government levels that the Policy had led to the institutionalisation of the conduct of M&E across government and non-state actors by enhancing capacities and providing adequate budget allocation and other resources to promote M&E activities. It was also reported that a copy of the Policy could not be found at the council level, when needed for reference, and so did other implementing agencies at district level, which was a manifestation of lack of M&E. The Government was therefore, required to ensure that a copy was availed to every government institution for ease of reference and guidance in the M&E activities.

4.2 The Role of State Actors at National, Provincial, District and Sub-District Levels and their Effectiveness in the Implementation of the Policy

The Committee was informed that the role of all state actors from Parliament, Cabinet, line ministries, provinces, and districts, was well articulated in the Policy. However, the role differed across different players from coordination to implementation of the Policy. The roles of state actors at national, provincial and district levels could generally be described as that of providing policy guidance and oversight, as well as periodic monitoring and evaluation, coordinating monitoring and evaluation at district level including technical support; and undertaking actual day to day monitoring and evaluation of programmes. Whilst the roles were clear, some state actors were not effective in playing their roles because of inadequate

institutional and technical capacities in M&E as required to implement the Policy. This was due to weak linkages among the national, provincial and district M&E structures and processes. In addition to the observed weak linkages from national to sub-district levels, it was also reported that only 56 per cent of the ministries assessed had established M&E departments/units to perform M&E functions and 33 per cent of the provinces. It was also reported that lack of the M&E departments or units affected the efficient execution of the M&E framework as it required dedicated staff to ensure its operationalisation. The Committee was also informed that the Ministry of Finance and National Planning trained staff from thirty-five MPSAs but only about fifteen of the trained MPSAs representing 42 per cent had fully been utilising the system for inputting their annual plans and reporting planned activities. It had further been noted that officers did not want to be specific in their plans to avoid being held accountable.

In view of the foregoing, the Government was required to ensure that decisions of the National Assembly on matters surrounding the monitoring and evaluation of national plans and budgets were binding legally. Thus, the Government was required to review the current National Monitoring and Evaluation Policy which would clearly spell out the M&E function at all levels of the Government and M&E practice in Zambia. Such a policy would work as a platform upon which an Act of Parliament would be based. To strengthen the M&E Policy, there was need to create M&E at directorate level in government ministries. That would bring M&E significance and practice at par with other key functions such as accounts and planning among others. Since M&E activities were usually played down in terms of financing and prioritisation, leaving them at unit or section level or worse still embedded within planning, would make M&E remain weak and fail to provide the desired information.

Further, the Ministry of Finance and National Planning and Cabinet Office did not seem to place much importance to a functioning M&E system as that view was supported by the fact that the National M&E Policy was launched in 2019, yet the end users at district and sub-district did not have copies let alone the content of the policy. The role of the Government therefore, was to facilitate for effective dissemination of the Policy to enhance stakeholder buy-in.

4.3 The Role and Effectiveness of Non-State Actors in the Implementation of the National Monitoring and Evaluation Policy

The Committee was informed that non-state actors were critical players in providing oversight of how public resources were utilised, therefore, they played a key role in demanding accountability. Although they had been included in cluster advisory groups at provincial and national levels and were co-chairs of the advisory group, they had not been incorporated in the national plan so that the private sector was also tracked in terms of their contribution and progress of the projects they were implementing. Therefore, there was inadequate coordination of outputs being implemented by the private sector that had a direct impact on national development. The lag in information also made it hard to generate the full M&E framework.

Further, evidence had shown that when used consistently, information from M&E had transformed development agencies and the well-being of people across the world. For that reason, the use of M&E information by stakeholders such as multilateral and bilateral agencies, governments, civil society, parliaments and donors had become a necessity. In that regard, there was need to coordinate M&E outputs with non-state actors for accountability whose role needed to be strengthened to complement Government's efforts in implementing

the Policy but also provide oversight on how the Government was implementing its projects by demanding M&E data. Nonetheless, the none-state actors provided the much needed support in the form of financing or technical support for M&E implementation.

Furthermore, non-state actors also played a liaison role in the coordination framework of development projects and programmes sponsored by development partners. They provided incentives in form of financial and technical assistance to ensure leveraging of State resources. The Planning and Budgeting Act also provided for the appointment of civil society organisations, private sectors and faith based organisations for inclusive participation of all relevant stakeholders in the monitoring of developmental programmes.

4.4 Effectiveness in the Implementation of the National Monitoring and Evaluation Policy

The Committee was informed that the National Monitoring and Evaluation Policy was aimed at strengthening M&E systems for generating data, management of information and other capacities to support the measurement of results in a more coordinated and cost-effective way. Further, Zambia developed the National Performance Framework as a measurement tool for tracking progress towards achievement of the Country's long-term development aspirations. The framework specifically outlined the outcomes or results that would have to be generated through policies, plans, programmes, and projects including the socio-economic and governance changes that had to take place in order for the country to reach the development aspirations highlighted in the Vision 2030. The efforts at national level provided the motivation and guidance to the line ministries and provinces to develop sector level M&E frameworks and operational plans to guide their M&E tasks.

Further, the Committee was informed that although the Policy was sufficient in providing general direction to the ministries and provinces, it lacked appropriate structures responsible for M&E within many ministries and provinces. The assessment by stakeholders also reviewed that what had been lacking was the implementation of the Policy by line ministries and provinces as demonstrated by the lack of M&E frameworks and operational plans to guide the practice at different institutional levels. For instance, only 38 per cent of the ministries that responded to the assessment had a documented M&E framework during the period 2016 to 2021 and 69 per cent indicated that they had developed or were developing the M&E framework for the period 2022 to 2026.

Consequently, the above had resulted in inadequate budgetary allocation for M&E activities; inadequate training in M&E, lack of standard reporting templates, inadequate data for evidence-based decision making; limited awareness regarding programme results and targets; and ultimately weaknesses in accountability for development results. This situation had also been observed in the challenges highlighted in the annual progress reports which had consistently revealed the lack of data and late reporting from a number of ministries on the progress recorded in implementing the National Development Plans.

4.5 Financing Activities: Review of Selected MPSAs

Stakeholders submitted that the presence of a dedicated M&E budget line was found in the sub programme. From the sample of twenty-six MPSAs, only 50 per cent had a dedicated budget line on M&E in the financial years 2022 and 2023 while 46 per cent had the allocation in 2021 with Ministry of Education having no allocation in 2021.

The Committee was further informed that on aggregate, in the fiscal years 2021, 2022 and 2023, a total budget of ZMW 189, 646,861 was allocated in thirteen ministries with a significant increase from 2021 to 2022 by ZMW 1,859,400 but there was a decrease by ZMW 21, 189,001 from 2022 to 2023. In 2023, thirteen ministries had a total of ZMW 73, 036,756 for M&E activities. For spending agencies who had M&E allocations in the current year, the share of the M&E aggregate budget was from the allocations in their respective ministries.

The overview of the allocations for M&E were as shown hereunder.

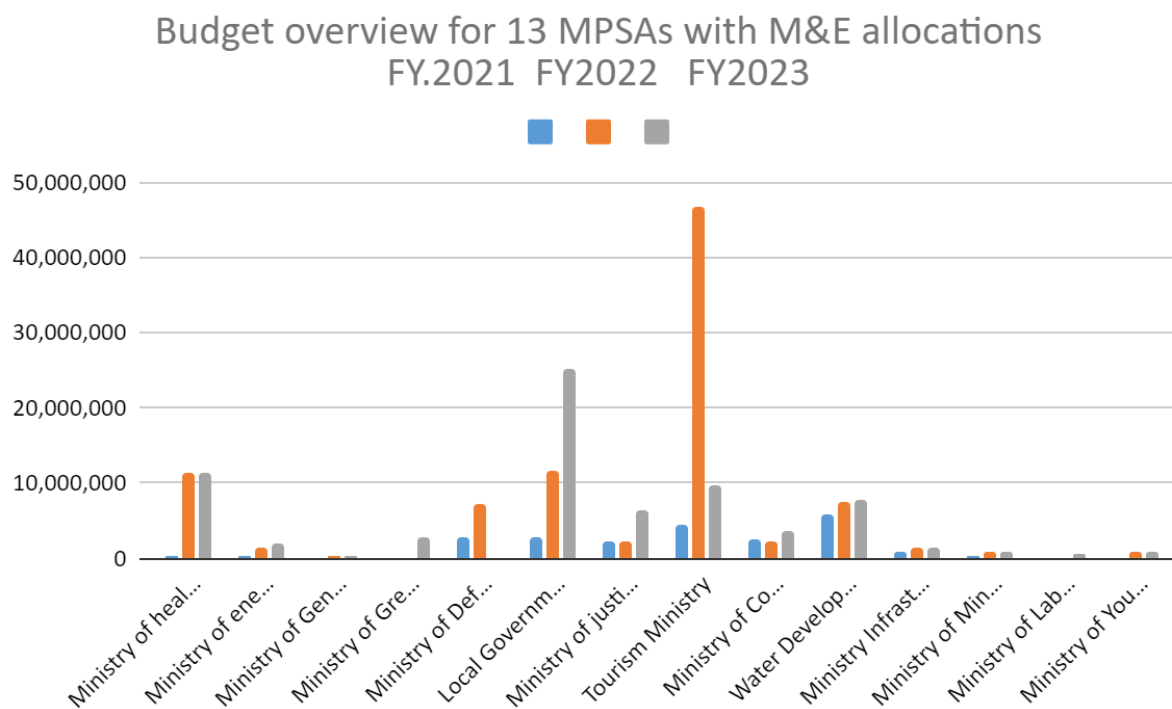


Figure 1

4.6 Challenges at National, Provincial, District and Sub-District Level in the Implementation of the National Monitoring and Evaluation Policy

Stakeholders submitted that the existing ad-hoc, fragmented and generalised provisions lacked explicit legal backing and the consequences of such gaps were weaknesses in the overall implementation of the M&E function by the Government. The law that supported the development and strengthening of M&E had been found to be weak and if the trend persisted, there was a risk of failing to address the serious issues of public accountability, feedback and learning from the programmes that were being implemented by the Government. Stakeholders highlighted the challenges set out hereunder.

- i. There was lack of meaningful and effective coordination between MPSAs and civil society when it came to monitoring National Development Plans programmes through service provision and budget execution. Often, there was resistance from the Government to adopt monitoring findings from CSOs especially in policy decisions.
- ii. CSOs lacked adequate M&E capacities to support the implementation of the National Monitoring and Evaluation Policy through comprehensive and credible monitoring processes which were widely accepted by stakeholders. In addition, the

Government had not provided the capacity support as guided by the National Monitoring and Evaluation Policy.

- iii. The ability of CSOs to support the implementation of the Policy was undermined by the lack of openness among MPSAs when there was demand for data or information. Due to the absence of a substantive access to information law, CSOs were taken through a long bureaucratic procedure just to access data on the performance of NDP programmes at district, provincial and national levels.
- iv. The Monitoring and Evaluation Policy also identified the Ward Development Committees as one of the non-state structures which would be responsible for monitoring at the ward level. However, the Ward Development Committees had not been provided with the necessary capacity and resources to execute the M&E function.
- v. The M&E Policy had not been widely publicised especially at district and sub-district levels. Inadequate financial resources and dedicated skilled M&E staff, and lack of systems to generate and manage data had also contributed to challenges in implementing the policy.
- vi. There were inadequate statistics in M&E structures at all levels to manage consistent data collection, analysis, and utilisation.
- vii. There was lack of a unit or department responsible for M&E and lack of dedicated staff to undertake M&E functions in most MPSAs.
- viii. There was lack or limited awareness on the content of the National Monitoring and Evaluation Policy among staff from national to sub district levels, thereby limiting its implementation.
- ix. Budgetary allocations to undertake M&E activities were inadequate whilst some institutions did not have a dedicated budget line for M&E.
- x. Training across MPSAs for staff in M&E was inadequate. This had resulted in few M&E activities being Implemented.
- xi. There was lack of standard reporting templates across MPSAs.
- xii. There was inadequate data collection for all relevant information to promote evidence based decision making.
- xiii. Inadequate access to IT based systems was reported at all levels, which inhibited access to real-time evidence based data for decision making and programme or project implementation.
- xiv. There were weak joint sector reviews to incorporate roles and voices of non-state actors in planning and progress reporting.
- xv. The planners at district level were also not consistent in the presentation of M&E reports during the District Development Coordinating Committee meetings as guided

by the National M&E Policy because there were fewer to no M&E activities being undertaken.

4.7 Recommendations on How to Enhance the Implementation of the Monitoring and Evaluation Policy

Stakeholders reported that monitoring and evaluation was an important aspect of programme implementation as it helped the Government and other stakeholders to track progress and take timely interventions where the programmes were not performing according to expectations. The development of the National Monitoring and Evaluation Policy by the Government was a positive step to help in the implementation of Government programmes. It was therefore, necessary to take measures to build institutional capacity among the various Government institutions for effective implementation of the Policy. The stakeholders' recommendations for strengthening the M&E frameworks in line with the Policy to effectively monitor the success of the 8th NDP were as set out hereunder.

- i. There was need for the establishment of a legal mandate for M&E in order to enforce its implementation and utilisation of M&E data in decision making and planning. That would compel all stakeholders to align to the National M&E frameworks by law and there would be effective implementation of the National M&E frameworks.
- ii. The Government needed to finalise the development of the Data Catalogue to provide detailed guidance to all stakeholders including government ministries on data collection, processes, and utilisation of M&E data. The data catalogue would be very essential in harmonising the country's M&E data needs and defining how all stakeholders could contribute and support M&E processes.
- iii. There was need to review and finalise the National Monitoring and Evaluation Frameworks as the status of M&E processes in the country were disjointed from the National Frameworks. Each ministry seemingly had developed its own frameworks and data collection processes which were only linked to the 8th NDP through priority areas. Finalisation of the National M&E Frameworks would allow stakeholders like CSOs to align their M&E Frameworks to contribute to the National M&E systems. That would also promote joint monitoring support and integration.
- iv. Stakeholders recommended that there was need for the Government to fully fund all the activities in the Monitoring and Evaluation Implementation Plan, and stronger oversight from Members of Parliament at Constituency level was required to ensure that M&E activities were being conducted in line with the Policy.
- v. The Committee was informed that Access to Information Act should be enacted as well as the NGO Act to ensure that non-state actors were legally guaranteed by law to access data and information which they could use to support the Government in the implementation of the National M&E Policy.
- vi. The Policy must also recognise the oversight role of Members of Parliament as it enhances the Monitoring and Evaluation of NDP Programmes. That would also enable Members of Parliament to provide guidance on the implementation of the Policy in a timely manner.

5. LOCAL TOUR

As part of its programme of work, the Committee undertook on-the-spot checks in the implementation of the National Monitoring and Evaluation (M&E) Policy in selected districts of Southern, Central, Copperbelt and North Western Provinces. The aim was to have an appreciation of how the objectives as set out in the policy, were being implemented and the measures that the provincial and district administrations and the local authorities had put in place in implementing it. The highlights of the Committee's local tour are set out below.

5.1. Meeting with Livingstone Municipal Council

The Committee was informed that Livingstone Municipal Council had started implementing the National Monitoring and Evaluation policy in data collection and implementation of projects. The Committee's findings are as listed hereunder.

- i. The policy was being implemented through the Planning Department contrary to the guidelines in the policy that a monitoring and evaluation unit should be created to undertake this function.
- ii. The Council was undertaking sector based monitoring and evaluation with other government ministries and departments, and worked closely with the District Commissioner through the Joint District Monitoring Team.
- iii. Livingstone City Council did not have a stand-alone budgetary allocation for Monitoring and Evaluation. However, the activity was undertaken based on a project being implemented.
- iv. The increase in the Constituency Development Fund had also seen the need for monitoring and evaluation to be undertaken in implementing projects.

5.2. Meeting with the Provincial Administration and Departmental Heads in Southern Province

The Committee was informed as set out below.

- i. When the M&E Policy was under the Ministry of National Development Planning, it had a dedicated Permanent Secretary who was responsible for it and the operationalisation and rolling out of the policy to Ministries, Provinces and Spending Agencies (MPSAs). In view of this, the Committee was informed that operationalisation of the policy could have been affected by lowering the M&E component from the Permanent Secretary level to a directorate under the Ministry of Finance and National Planning.
- ii. There was no structure for M&E at the Provincial level, thereby, affecting implementation of the policy by respective departments under the Provincial Administration.
- iii. The Ministry of Finance and National Planning had trained one senior officer at the Province; however, there had been no further training rendered or rolled out to the lower structures.
- iv. The Road Development Agency (RDA) had appointed focal point persons in the regional offices to conduct M&E functions with a standard form designed for the undertaking.

- v. The local authorities submitted that M&E was undertaken based on specific projects being implemented. In the case of the Constituency Development Fund (CDF), the CDF Committee helped to monitor CDF funded projects while at the District level, a technical Committee monitored the projects.
- vi. There was inadequate budgetary allocation for M&E as the policy was implemented through the Planning Department at Provincial level.

5.3. Meeting with Mazabuka District Administration and Mazabuka Municipal Council

The Committee was informed that the M&E Policy had not been rolled out in Mazabuka District and therefore, there were no structures established to undertake M&E by the District Administration. In addition, the Committee was informed that heads of Government departments in the District were not aware of the existence of such a policy. At present, the District Administration monitored projects and programmes using reports generated by individual departments and through site visits.

The Committee was further acquainted as outlined below.

- i. Non-state actors had their own M&E processes, which the District relied on when implementing projects.
- ii. Mazabuka Municipal Council had not implemented the National M&E Policy. However, the Council undertook project related M&E, which included CDF projects.
- iii. At district level, the Ministry of Health had a robust M&E structure through the Planning and Health System unit. The District Health Officer was responsible for M&E functions and superintended over the zone and community facilities.
- iv. The Ministry had a well functional District Health Information System through which information was collected, generated and disseminated. In addition, the Ministry was utilising M&E in monitoring performance of Health posts, clinics and district hospitals, which information was reviewed on a monthly basis.
- v. A manual data collection system was relied on for tracking performance on a weekly basis by health centres without the Health Information Management System. Once the data was collected, it helped the Ministry of Health in decision making and appreciating needy areas.
- vi. For the Ministry of Agriculture, M& E was non-existent at district level. The Ministry was using the Zambia Integrated Agriculture Management System for the Fertiliser Input Support Programme (FISP) to register, select, and track deposits and redeeming of inputs. In this regard, monitoring of activities was undertaken by camp officers.
- vii. The Ministry of Education had not implemented the M&E policy but had a system to track learner enrolment, progression, performance, completion and assessment of learners through final examinations. With regards to data collection, the Ministry depended on school census forms to identify the number of teachers, teachers in different subjects, the level in the school system, learners, infrastructure and availability of classroom space. That information helped the Ministry in decision making on enrolment, measuring the drop-out rate, tracing early pregnancies, and water and sanitation needs of schools.

5.4. Meeting with the Central Province Provincial Administration

The Committee was informed that the Planning Unit was responsible for implementing M&E at the Provincial Administration. Further, the Committee was informed that there was no treasury authority or circular issued by Cabinet Office to create an independent M&E unit. In addition, the Provincial Administration submitted that respective departments such as Health and Education had their own monitoring units and tools being used in the interim.

With regard to data collection and creation of a data base for government departments in the Province, the Committee was informed that SMART Zambia had not been involved in the implementation of the projects. Hence, there was no electronic monitoring tool that had been created for the Province.

5.5. Meeting with Kitwe District Administration and Kitwe City Council

The tour in Kitwe revealed the issues as summarised hereunder.

- i. Kitwe District Administration had a workforce of 10 Members of Staff and was responsible for overseeing all Governments departments at district level.
- ii. Most of the Administrative, Human Resource and Planning functions were carried out by the Administrative Officer with less or no time for monitoring.
- iii. Monitoring was sector-project based, and the District carried out monitoring activities in collaboration with respective Government ministries or departments that equally did not have M&E departments or sections.
- iv. The District Commissioner monitored CDF projects in collaboration with the Town Clerk, the Mayor and the CDF Committee. For instance, if a project was under the Ministry of education, monitoring was undertaken with the District Education Board Secretary (DEBS) and team. The trend was the same for Health Projects.
- v. Kitwe City Council had adopted the National Monitoring and Evaluation Policy objectives and taken measures towards implementing the policy. The M&E function was being undertaken by the Planning unit due to non-existence of a dedicated M&E officer, department or unit. Although there was no specific M&E department or unit established, the Local Authority had in place a functional District Development Coordinating Committee (DDCC) chaired by the Town Clerk and the District Commissioner. This was in line with strategic objective one under the National M&E policy which provided for the establishing of a framework that supported improved coordination, implementation and conduct of M&E activities at national, provincial, district as well as sub-district levels.
- vi. The Committee learnt that there was presence of isolated sector project implementation and monitoring by both state and non-state actors in Kitwe in line with Strategic Objective 5, which provided for provision of clarity on structures, roles and responsibilities for monitoring and evaluating functions across Government, including at district and sub-district levels.

5.6. Meeting with the North Western Provincial Administration and the Solwezi Municipal Council

The Committee was informed that while the policy objectives were very adequate, there was no institutional structure at the Province and district level to undertake M& E. However, this function was being performed by planners in the Planning unit and heads of departments at provincial level, as the policy had not been rolled out to districts in the Province.

With regard to the Solwezi Municipal Council, the Committee was informed that the Local Authority had not implemented the M& E policy and there was no functional M&E department or unit established. However, the planning unit undertook monitoring mainly of CDF projects.

The Provincial Local Government office did not undertake M&E as Cabinet Office was yet to approve the structure for M&E. This consequently resulted in the current gaps in the operationalisation and lack of an institutional framework for M&E in the Province.

5.7. Meeting with Kalumbila District Administration

The Committee was informed that the National M&E Policy had not yet been implemented in the district. In the same vein, most state and non-state actors were unaware of the policy. In addition, the policy document at the district and sub-district level was not available.

6.0 COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

After analysing the submissions from stakeholders and taking into consideration the findings from the local tour, the Committee makes the observations and recommendations set out hereunder.

- i. The Committee notes that the current Zambian laws on M&E are ad-hoc, fragmented and generalised. The laws lack explicit legal backing for M&E, and the consequences of such gaps are weaknesses in the overall implementation of the M&E functions by Government.

The Committee urges the Executive to enact a law that will compel adherence to the aspirations of the national M&E framework, as it would enhance the Government's ability to monitor projects and spur transparency and accountability in project implementation. This will prevent victimisation of employees who will come up with monitoring information which may be unfavourable to the Government.

- ii. The Committee notes that some structures in the M&E are missing in the *National Planning and Budgeting Act, 2020* thereby, resulting in vague linkages to the existing legislation.

In view of this, the Committee recommends that the M&E legislation that will be enacted should also be harmonised with the *National Planning and Budgeting Act, 2020* for good order and ease of implementation and enforcement.

- iii. The Committee notes that the Policy does not clearly spell out the role of the lower levels of governance as regards the implementation of the M&E Policy in order to feed into the national levels.

The Committee, therefore, recommends that the current National Monitoring and Evaluation Policy should be reviewed in order to clearly spell out the M&E function at all levels of governance.

- iv. The Committee notes that the monitoring and evaluation aspects continue to be undertaken in silos amongst the various Government developmental programmes due to lack of an integrated implementation plan.

In light of this, the Committee urges the Executive to develop an all encompassing implementation plan with distinct timelines that will facilitate tapping into the Government-wide structures at ministerial, provincial and district levels in monitoring programmes.

- v. The Committee notes that monitoring of some Government projects is weak resulting in sub-standard works being certified for commissioning due to lack of an effective M&E and standardised M&E tools for projects.

The Committee in this regard, urges the Executive to develop standardised tools for monitoring Government projects. Further, in view of the increased CDF, the Committee also recommends that the Ministry of Local Government and Rural Development should also develop standardised tools for monitoring CDF projects by local authorities.

- vi. The Committee notes that most M&E activities do not have an independent budget line but are placed under the Planning Department activities of MPA's, thereby denying them in terms of financing and making it difficult to prioritise M&E activities.
- vii. The Committee, therefore, recommends that independent and distinct budget lines in all the ministries should be created which should also trickle down to provinces, districts and local authorities.
- viii. The Committee observes that the M&E units in most ministries are domiciled under the planning departments and are almost nonexistent at provincial and district levels. This leaves M&E functions at the mercy of other priorities and pressing needs of planning departments, despite the importance of M&E in measuring the benefits and impact of policies for intended beneficiaries.

In view of the foregoing, the Committee recommends that in order to strengthen the Monitoring and Evaluation Policy, Cabinet and Treasury authority should be granted to all ministries to establish the M&E unit at directorate level. This would enhance M&E's significance and practice as it will bring it at par with other key functions such as accounts, human resources and planning.

The Committee also recommends that all Government ministries and local authorities should appoint specific officials who will undertake M&E activities and be trained in that function in the interim, whilst waiting for the creation of M&E directorates.

- vii. The Committee observes that capacity to manage M&E activities is low at district levels due to limited ICT capacity as well as limited capacity to manage information.

The Committee recommends that the Government through the Smart Zambia Institute should ensure that ICT and information management is enhanced at district levels in order to support the M&E activities for the generation of evidence based reports, which will feed into the M&E at national level.

- viii. The Committee in agreeing with stakeholders notes that there has been lack of meaningful engagements between CSOs and the Government at district level when undertaking M&E activities only to be included at reporting stage levels as M&E activities are highly centralised. Further, the Committee also notes that CSOs are not included in the training and capacity building for M&E at the time when they are training officers from government institutions, thereby, making it difficult to participate in the M&E programmes at district levels.

The Committee recommends that the Executive should enhance engagements with CSOs so that there can be an independent eye in addition to having a stand-alone unit for monitoring and evaluation of programmes from national to district levels. This would eliminate the practice of the same people implementing programmes and assessing their own performance using M&E tools developed by themselves.

- ix. The Committee notes that there are low levels of M&E usage at 15 per cent for those who were trained in the M&E system. Further, the Committee also notes that one of the reasons for the low utilisation of the M&E system was due to lack of trained statisticians in the M&E units.

In view of this, the Committee recommends that there should be a review of the M&E training and to fully train officers in the use of the system to improve the utilisation of the M&E system. In addition, the Committee recommends that those being recruited in the M&E units should be trained statisticians to avoid wastefulness where money is spent to train staff who cannot still be competent in the utilisation of the M&E due to lack of prior statistical training.

- x. The Committee notes that official statistical data is important in influencing evidence based decisions and policy formulation including the M&E reports. The Committee also notes that the major impediment to the provision of timely statistical information is funding.

The Committee in this regard, recommends that Zambia Statistical Agency should be financially supported to produce timely official evidence based statistics to aid in policy formulation.

Furthermore, the Agency should fully be involved in the training of officers in M&E programmes in view of statistical information required in the utilisation of the M&E system.

- xi. The Committee notes that the National M&E unit at the Ministry of Finance and National Planning has been down-graded to directorate level when it initially was at Permanent Secretary level at the time when it was under the Ministry of National Development Planning.

In agreeing with some stakeholders, the Committee is of the view that the operationalisation of M&E has proven to be a challenge as there is no supervisory

approach in the implementation of M&E at directorate level. The Committee, therefore, recommends that M&E at the Ministry of Finance and National Planning should be elevated back to Permanent Secretary level for effective supervisory, implementation and rolling out of the National M&E Policy.

- xii. The Committee observes with concern the overall lack of implementation of the National Monitoring and Evaluation Policy at provincial, district and sub-district levels. The Committee therefore recommends that:
- a. the Government, through Cabinet Office, must consider institutionalising the M&E framework for easy implementation of the policy;
 - b. there is need to strengthen information management system oversight by Smart Zambia so as to integrate government departments and local authority information management systems with Smart Zambia;
 - c. dissemination of the National Monitoring and Evaluation policy is required at all district and sub- district levels;
 - d. there is need to establish the Monitoring and Evaluation Units at different levels of governance;
 - e. there is need for formulation of M&E committees at district and sub-district levels to effectively coordinate monitoring and evaluation in the district;
 - f. there is need for organising capacity building and training for officers implementing M& E;
 - g. there is need for creating of functional M&E technical working groups consisting of key stakeholders such as district community engagement teams;
 - h. there is need for enhanced inter-governmental relations by providing clear reporting lines at different levels of monitoring;
 - i. there is need for establishment, through Smart Zambia, a one stop electronic data centre in all districts; and
 - j. There is need for provision of motor vehicles to all government departments for M&E activities.

PART II

7.0 CONSIDERATION OF THE ACTION-TAKEN REPORT ON THE REPORT OF THE COMMITTEE ON CABINET AFFAIRS FOR THE FIRST SESSION OF THE THIRTEENTH NATIONAL ASSEMBLY

7.1 REVIEW OF THE OPERATIONS OF THE ZAMBIA POLICE SERVICE COMMISSION AND THE ZAMBIA CORRECTIONAL SERVICE COMMISSION

7.1.1 Zambia Correctional Service Commission

(a) Incomplete Operationalisation of the Secretariat at the Zambia Correctional Service Commission

The previous Committee had recommended that the structure of the Commission Secretariat should be operationalised in order to enable the Commission to conduct frequent sittings and tours. That would ensure that the Commission did not depend on the availability of the Secretariat from the Zambia Police Service Commission when carrying out its operations.

Executive's Response

It was reported in the Action-Taken Report that the Zambia Correctional Service Commission Secretariat had engaged the Public Service Management Division to ensure that the Secretariat was fully operationalised. The posts of Commission Secretary and Deputy Commission Secretary had since been filled.

Committee's Observations and Recommendations

The Committee notes the response and requests a progress report on the complete operationalisation of the Commission Secretariat.

(b) Discrepancies in Ranks

The previous Committee had recommended that all the regional headquarters country wide should be headed by Deputy Commissioners. That would ensure that there was uniformity in the ranking of Regional Commanding Officers in all the provinces.

Executive's Response

It was reported in the Action-Taken Report that the discrepancies in the ranks were due to the approved structure that had not yet been reviewed. The Zambia Police Service Command together with the Zambia Correctional Service Command had engaged Management Development Division to review the structure in order to address the anomaly.

Committee's Observations and Recommendations

The Committee notes the response and resolves to await a progress report on the matter.

7.1.2 Zambia Police Service Commission

a. Structure for the Secretariat at the Zambia Police Service Commission

The previous Committee had recommended that the Government should ensure that the structure for the Zambia Police Service Commission Secretariat was fully operationalised in order to ensure that the Commission performed its functions effectively and efficiently.

Executive's Response

It was reported in the Action-Taken Report that the Commission had engaged the Secretary to the Treasury to ensure that Treasury authority was granted for the approved structure of the Commission to be fully operationalised.

Committee's Observations and Recommendations

The Committee notes the response and requests a progress report on the full operationalisation of the Zambia Police Service Commission Secretariat.

b. Post Identification Numbers

The previous Committee had recommended that post identification numbers should be done away with as they were a hindrance in the promotion of officers and resulted in the accumulation of pending promotions.

Executive's Response

It was reported in the Action-Taken Report that a committee had been set up at Cabinet Office to consider the issue of Post Identification Numbers for Police Officers.

Committee's Observations and Recommendations

The Committee notes the submission and resolves to await a progress report on the matter.

7.2 CONSIDERATION OF OUTSTANDING ISSUES FROM THE ACTION-TAKEN REPORT ON THE COMMITTEE'S REPORT FOR THE THIRD SESSION OF THE ELEVENTH NATIONAL ASSEMBLY

7.2.1 OPERATIONS OF THE DISASTER MANAGEMENT AND MITIGATION UNIT

a. Revision of the Disaster Management Act, No. 13 of 2010

The previous Committee had requested a further update on the revision of the *Disaster Management Act, No. 13 of 2010* following the Executive's indication that the Act was with the Ministry of Justice for further processing.

Executive's Response

It was reported in the latest Action-Taken Report that the process to amend the *Disaster Management Act, No. 13 of 2010* commenced in February, 2021, with input from key stakeholders from within and outside Government. The layman's draft Bill was prepared and submitted to the Ministry of Justice for drafting. The draft Bill had since been withdrawn in order to update it with the Policy direction of the United Party for National Development Government. After that stage, the layman's Bill would be re-submitted to the Ministry of Justice for further processing.

Committee's Observations and Recommendations

The Committee resolves to await a progress report on the matter.

b. Poor Quality Houses

The previous Committee had requested a progress report on whether or not the K13, 276,510 earmarked for the rehabilitation of the houses which were cracking due to mining activities had been released by the Treasury and the houses worked on.

Executive's Response

The Committee was informed through the latest Action-Taken Report that the status quo remained the same as the K13, 276,510.00 requested from the Treasury was still being awaited.

Committee's Observations and Recommendations

The Committee notes the response and requests a further progress report on the rehabilitation of the houses which were cracking in Chachacha Compound in Kitwe, Section 27 in Luanshya and Kankoyo Compound in Mufulira.

7.2.2 REVIEW OF THE OPERATIONS OF THE DEPARTMENT OF RESETTLEMENT

c. Secondary Schools at Meheba and Miengwe Resettlement Schemes

The previous Committee had requested a progress report on the approval of the District Investment Plan for Kalumbila District, which would ensure the allocation of funding for the construction of secondary schools in Meheba and Miengwe Resettlement Schemes.

Executive's Response

It was reported in the Action-Taken Report that the Kalumbila District Investment Plan was not a standalone document but a component in the Kalumbila Integrated Development Plan 2022 – 2031. The Kalumbila Integrated Development Plan had been submitted to the Ministry of Local Government and Rural Development and was awaiting approval.

Committee's Observations and Recommendations

The Committee notes the response and requests a progress report on the approval of the Kalumbila Integrated Development Plan 2022 – 2031.

d. Poor Road Connectivity

The previous Committee had requested a progress report on the release of K160, 000 which was the budgeted amount for road rehabilitation in the resettlement schemes.

Executive's Response

It was reported in the latest Action-Taken Report that the allocation was specific to Meheba Resettlement Scheme in Kalumbila District, North Western Province. The funds were not received and therefore, works were not done as planned.

Committee's Observations and Recommendations

The Committee notes the response and request a progress report on the matter.

e. Construction of Bridges at Meheba Resettlement Scheme

The previous Committee had requested a progress report on the construction of bridges on Mwafwe, Meheba and Shikudwe rivers.

Executive's Response

It was reported in the latest Action-Taken Report that the targeted funds were not raised. However, the construction of Meheba - Mwafwe - Kasempa road was included in the Kalumbila Integrated Development Plan 2022 – 2031.

Committee's Observations and Recommendations

The Committee notes that the construction of bridges on Mwafwe, Meheba and Shikudwe rivers is being tied to the Kalumbila Integrated Development Plan 2022 – 2031 which at the time of reporting was submitted for approval to the Ministry of Local Government and Rural Development. The Committee urges the Executive to prioritise the construction of the bridges in order to enhance movement of people and goods. The Committee awaits a progress report on the matter.

c. Solar Fridges at Meheba Resettlement Scheme

The previous Committee had requested a further update on the provision of solar fridges to the clinics at Meheba Resettlement Scheme.

Executive's Response

It was reported in the latest Action-Taken Report that the Ministry received some fridges during the period under review but had to prioritise areas that were in dire need. Additional fridges were already in the country and yet to be delivered. Meheba Resettlement Scheme would receive a fridge before 31st October, 2022 according to the distribution plan available at the Ministry of Health.

Committee's Observations and Recommendations

The Committee notes the response and request a progress report on the provision of solar fridges for clinics in Maheba Resettlement Scheme.

d. Provision of Electricity

The previous Committee had requested a progress report on the electrification of Meheba Resettlement Scheme.

Executive's Response

It was reported in the latest Action-Taken Report that the Meheba Resettlement Scheme had not yet been connected to the National Grid. The United Nations High Commission for Refugees (UNHCR) had signed a Memorandum of Understanding with the Rural Electrification Authority to connect Meheba to the National Grid. The project was in its administrative stages of getting environmental clearance and was expected to commence in the first quarter of 2023.

Committee's Observations and Recommendations

The Committee notes the response and resolves to await a progress report on the matter.

7.3 CONSIDERATION OF THE ACTION TAKEN REPORT ON THE REPORT OF THE COMMITTEE ON THE REPORT OF THE AUDITOR GENERAL ON THE PERFORMANCE AUDIT OF PREPAREDNESS FOR IMPLEMENTATION OF SUSTAINABLE DEVELOPMENT GOALS IN ZAMBIA FOR THE PERIOD 2015 TO 2018

7.3.1 PREPAREDNESS FOR THE IMPLEMENTATION OF SUSTAINABLE DEVELOPMENT GOALS IN ZAMBIA FOR THE PERIOD 2015 TO 2018

7.3.2 Ministry of National Development Planning

a. United Nations Partnership

The previous Committee had requested a progress report on the printing of the Cooperation Framework.

Executive's Response

It was reported in the Action-Taken Report that according to the United Nations Sustainable Development Cooperation Framework (UNSDCF) formulation roadmap, the framework was expected to be printed by December, 2022 and would be availed to the Committee once printed.

Committee's Observations and Recommendations

The Committee notes the submission and awaits a progress report on the matter.

8.0 CONCLUSION

The Committee appreciates the critical role of M&E as a significant tracking and accountability mechanism. It also notes that monitoring and evaluation acts as a tool for good governance as it is known fact information generated from M&E is only useful when applied in practice as it provides evidence-based information to feed into critical decision and policy-making processes at different levels.

Despite its importance, it has been observed that utilisation and application of M&E systems still remains low across MPSAs. It is the hope of the Committee that the issues raised in the report will be considered by the Executive.



Mr Andrew Z Lubusha, MP
CHAIRPERSON

June 2023
LUSAKA

APPENDIX I - List of National Assembly Officials

Mr Francis Nabulyato, Principal Clerk of Committees (SC)
Mrs Chitalu K Mumba, Deputy Principal Clerk of Committees (SC)
Mrs Angela M Banda, Senior Committee Clerk (SC)
Mr Darius Kunda, Committee Clerk
Mr Timothy Lumba, Committee Clerk
Ms Luyando Chilala, Administrative Assistant
Ms Eneless Njobvu, Typist
Mr Daniel Lupiya, Committee Assistant

APPENDIX II

List of Witnesses

Ministry of Transport and Logistics
Ministry of Water Development and Sanitation
Ministry of Fisheries and Livestock
Ministry of Health
Ministry of Agriculture
Ministry of Education
Ministry of Local Government and Rural Development
Ministry of Home Affairs and Internal Security
Ministry of Finance and National Planning
Civil Society for Poverty Reduction
Policy Monitoring and Research Centre
Zambia Institute for Policy Analysis and Research
Action Aid Zambia
Zambia Monitoring and Evaluation Association
University of Zambia
National Road Fund Agency
National Council for Construction
Zambia Statistical Agency
Ndola City Council
Mongu Municipal Council
Mkushi Town Council