Zambia Dialogue on the Post-2015 Development Agenda Report

Participatory Monitoring for Accountability

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List of Acronyms

AIDS	Acquired Immune Deficiency Syndrome
BNB	Basic Needs Basket
CDF	Constituency Development Fund
CSC	Community Score Cards
CSPR	Civil Society for Poverty Reduction
CSO	Central Statistics Office
CSOs	Civil Society Organizations
DHIS2	District Health Information System 2
GIS	Geographic Information System
HIV	Human Immunodeficiency Virus
ICT	Information Communications Technology
JCTR	Jesuit Centre for Theological Reflection
MDGs	Millennium Development Goals
MWASH	Mobile-to-Web Monitoring, Evaluation and Reporting System for Water Sanitation and Hygiene
MoI	Means of Implementation
ODF	Open Defecation Free
SAG	Sanitation Groups
SDGs	Sustainable Development Goals
SMS	Short Message Service
STI	Sexually Transmitted Infections
UN	United Nations
UNCG	United Nations Communications Group
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Programme
WASH	Water Sanitation and Hygiene
ZICTA	Zambia Information and Communication Technology Authority

CHAPTER 1

1. Introduction

1.1 Background for the second round of Post-2015 Dialogues

The Millennium Development Goals (MDGs) addressed the fact that not enough recognition had been given to some of the world's main development challenges: poverty reduction, education, maternal health, gender equality, child mortality, HIV/AIDS and other diseases. The MDGs were instrumental in mobilizing the international development community around simple, clear and measurable goals. Shortfalls however, have occurred not because the MDGs are unreachable, or because time is too short, but because of unmet commitments, inadequate resources and a lack of focus and accountability.

Globally, there have been significant advances on aggregate towards some goals, such as access to safe drinking water, poverty rates and numbers. Many millions of people however, remain concentrated in deprived areas or in groups widely subject to discrimination, such as women, girls or other marginalized groups, who have been rendered effectively invisible to policy-makers by the dominant use of averages and aggregates. One of the central criticisms of the MDGs is that their focus is on national averages and not the realities on the ground, especially in those cases in which internationally agreed MDGs and targets were mechanically used as benchmarks to assess nationwide progress, which has often obscured actual development achievements or the lack of it in the worse-off sections of societies.

Zambia has made significant progress on a number of the MDG targets, and aspires to be a prosperous middle income country by 2030. However, the country has an unfinished development agenda: HIV prevalence rate has been reduced to meet the national target of 15.6% but three young Zambians (of whom two are girls) still get infected with HIV every hour; the numbers of underweight children has been reduced, but under five mortality remains very high (63.6 per 1000 live births) - 3 children die of malaria each day; the country has made steady progress on primary school enrolment, which has increased from 80 percent in 1990 to 93.7 percent in 2010; and gender parity in primary school enrolment and young adult literacy has also been increased. Although maternal mortality in Zambia has been falling, the decline is insufficient to reach the 2015 target of 162.3 deaths per 100,000 live births[1]. Contributory factors include low levels of Skilled Birth Attendance at 46.5 percent; Low Contraceptive Prevalence Rate of 24.6 per cent for modern methods among all women; Adolescent Fertility rate of 146 births/1,000 women (15-19); and 274 births/1,000 women (20-24). Access to decent sanitation, deforestation and high youth unemployment rates (14 per cent) remain issues of concern. Despite being one of the most competitive economies in Africa, Zambia remains vulnerable to external shocks as the growth is skewed towards the mining sector (copper). Its development gains have not benefitted all Zambians as many continue to live in extreme poverty (42 per cent), with rural extreme poverty even higher at around 58 per cent. Zambia's income Gini co-efficient is 0.65 (2010), placing it in the category of countries with the highest

[1] Data source: MDG Progress Report, Zambia 2013

Table 1.1: Proposed 17 Sustainable Development Goals

1.   End poverty in all its forms everywhere

2.   End hunger, achieve food security and improved nutrition, and promote sustainable agriculture

3.   Ensure healthy lives and promote well-being for all at all ages

4.   Ensure inclusive and equitable quality education and promote life-long learning opportunities for all

5.   Achieve gender equality and empower all women and girls

6.   Ensure availability and sustainable management of water and sanitation for all

7.   Ensure access to affordable, reliable, sustainable, and modern energy for all

8.   Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

9.   Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation

10. Reduce inequality within and among countries

11. Make cities and human settlements inclusive, safe, resilient and sustainable

12. Ensure sustainable consumption and production patterns

13. Take urgent action to combat climate change and its impacts

14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development

15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss

16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

17. Strengthen the means of implementation and revitalize the global partnership for development

income inequality. This has become the biggest challenge as growing disparities between urban-rural and gender inequalities expand – women's representation in the parliament is a mere 11 per cent[2]. The first round of consultations in Zambia highlighted that sub-national data on MDGs is available but not fully utilised for planning and reporting at national level. National level planning should take into account available sub-national data for informed decision making and planning for the Post-2015 Agenda implementation.

Now with a fast-approaching deadline to achieve MDGs by 2015, a strong consensus has emerged on the need for a bold and inspiring **'Post-2015 Development Agenda'** that is measurable in both theory and practice, for effective implementation, monitoring and accountability of development delivery.

The Post-2015 agenda will presumably change its approach to measuring results and provide many opportunities for strengthened accountability mechanisms that involve citizens in varying capacities.[3] In this regard the Outcome Working Group has proposed 17 Sustainable Development Goals (SDGs) accompanied by 169 targets. These will need to further elaborate through indicators focused on measurable outcomes. They are action oriented, global in nature and universally applicable. Targets are defined as aspirational global targets. As with the MDGs, each government will need to set its own national targets guided by the global level of ambition but taking into account national circumstances and priorities.[4]

The need to focus on the 'Means of implementation' (MoI) has emerged as an issue during the discussions of the new Sustainable Development Goals. There is growing demand from Member States for pragmatic proposals on how to make this ambitious and wide-ranging agenda work. Proposed SDG 17 is focused on strengthening the means of implementation and revitalizing the global partnership.

[2] Data source: MDG Progress Report, Zambia 2013
[3] Reflections on Social Accountability, United Nations Development Programme. 2013.

[4] Introduction to the Proposal of The Open Working Group for Sustainable Development Goals, http://sustainabledevelopment.un.org/focussdgs.html

1.2 Organization of the Report

This report is presented in four Chapters. The first provides a global background of the second round of Post-2015 dialogue, the proposed Sustainable Development Goals, an overview of Zambia's consultative process, partners and methodology. Chapter 2 focuses on the 'good practices' or examples of participatory monitoring for accountability and how these are being applied in Zambia, challenges with participatory monitoring for accountability and how existing practices can be supported through the Post 2015 Agenda. Chapter 3 focusses on perceptions of the different stakeholder and how they are experiencing participatory monitoring for accountability. Chapter 4 is recommendations and conclusion. Finally, an annex presents the details of two case studies cited in the report that demonstrate the use of technology in participatory monitoring for accountability.

1.3 Scope of Zambia's Consultations on Post-2015 Development Agenda with a focus on Participatory Monitoring and Accountability

The second round of the Post-2015 dialogue in Zambia focused on concrete ways of making the Post 2015 Agenda a reality by addressing the "How". Continuing an inclusive dialogue on the Post-2015 Agenda was an appeal by many young Zambians, who expressed a strong desire for continued avenues for consultation and engagement. The dialogue was aimed at:

- Inspiring policy makers, civil society representatives, young people and other actors to participate, as partners, beneficiaries and leaders;

- Creating a multi-stakeholder space for an inclusive dialogue about existing experience and knowledge regarding Participatory Monitoring for Accountability in Zambia;

- Documenting examples of innovative local and participatory real-time monitoring initiatives and how more accountable, transparent, responsive governance is being pursued in Zambia;

- Feeding the information collected and examples documented into and inform the key Post-2015 processes at global level; and

- Sensitising stakeholders about their role on the Post-2015 Agenda implementation.

1.4 Process and Partners

The second phase of the post-2015 consultation was organised in a close partnership with the Ministry of Finance as well as other national partners including Civil Society Organisation, University of Zambia, National Assembly Secretariat, Provincial Youth Resource Group and local Television and Radio Broadcasting Stations. Consultations were carried out with parliamentarians *(chairs of parliamentary committees)*, Civil Society Organizations, youth, private sector,

government monitoring and statistics staff, media, and communities in districts. Formal consultations were done with 300 participants; and over 5000 people[5], especially children and young people were reached during the five roadshows conducted in three major provincial towns – Kabwe, Kitwe and Ndola – sharing some of their experiences with participatory monitoring. Information collected from the discussions and documentation of existing examples was analysed at a national validation meeting attended by representatives of organisations that had participated in the consultative processes dialogues.

1.5 Methodology

The traditional view of accountability places responsibility for accountability within State-centered mechanisms. However, empirical research demonstrates that social movements and social mobilization, in general, play a key role in building more responsive, accountable and pro-poor states (Thompson & Tapscott 2010). Human rights and democracy are made real by claims and the collective action of disenfranchised groups. Democratic practices are also strengthened when organized citizens demand the fulfillment of rights, mobilize pressure for policy change and monitor the performance of governments. In addition, the mobilization of citizens benefits the proper functioning of democratic institutions (Coelho & von Liers 2010). Many countries, as part of decentralization and democratization processes, have created different spaces

for citizen's participation (such as participatory budgeting, local councils, and participatory consultations).[6]

Zambia's consultation process was guided by the UN Development Group's core principles of inclusion and accountability. The consultation ensured participation of various stakeholders. The roadshows elicited responses from young people while the school debates brought children on board. Other formal meetings were attended by policy makers and representatives of various civil society organizations and private sector. The information collected not only brought to the fore the need for participation of citizens in planning and decision making, but also an opportunity to identify and create a multi-stakeholder space for an inclusive dialogue about existing experiences, information and knowledge sharing. Partnering with Government i.e. the Ministry of Finance , the National Assembly and other partner organisations across different sectors allowed for an extended reach , buy in and an inclusive process.

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[5] Roadshow participants were issued with the blue UN Delivering as One wrist bands, which was used to count the number reached.

[6] Accountability and Monitoring in Health Initiative Public Health Program - by Walter Flores with the support of team members from the Centro de Estudios para la Equidad y Gobernanza en los Sistemas de Salud-CEGSS, Guatemala.

CHAPTER II

2. Participatory Planning and Monitoring Initiatives

Consultations with various stakeholders and partners show that Zambia has in place a number of Government initiated mechanisms that, if fully implemented, can foster participatory monitoring for accountability. Some illustrations of such mechanisms in place to promote participatory monitoring are: the Decentralization Policy, the Planning and Budgeting Policy, the Citizens' Budget within the national budget process and the Constituency Development Fund.

2.1 Decentralisation Policy

In 2004, the Government of the Republic of Zambia launched the National Decentralisation policy and the Policy was revised in 2013. The Policy is aimed at:

- Empowering provinces and districts to manage their own affairs for effective social economic development;

- Promoting people's participation in democratic governance at the local level;

- Participation of chiefs and other traditional leaders in governance and preservation of cultural and heritage, whilst respecting cultural diversity; and

- Providing for the strengthening of Local Government through devolution of additional mandates and matching resources to Councils.

The Vision of Government is to achieve a fully decentralized and democratically elected system of governance characterized by open, predictable and transparent policy making and implementation processes. Decentralisation characterised by effective community participation in decision making, development and administration of their local affairs, maintaining sufficient linkages between the centre and the periphery is an integral part of the Government's vision.

The vision and aims of the policy provide a solid foundation for participatory

monitoring for accountability as it allows for significant space for people to engage.

2. 2 Planning and Budgeting Policy

The policy and ensuing Act is intended to make provisions that anchor national development plans as benchmark documents to inform national budgets to an extent that the national budgets will become tools for operationalizing national development plans. This means that resources will be allocated and appropriated in line with projects and programmes contained in national development plans as a matter of priority. Launched in April 2013, the enactment of such a policy is in itself a good practice that fosters inclusiveness in the management of national resources. The Policy articulates fundamental principles that will guide the national planning and budgeting processes, setting the foundation for participatory monitoring for accountability. Some of the principles include:

- **Transparency and accountability** make stakeholders' roles clear and provide timely financial and non-financial information regarding plans and budgets;

- **Specificity**, define the plan targets and ensure that all budgets are in line with the National Development Plans.

- **Subsidiarity,** devolve functions, including fiscal responsibilities to the lowest possible level of government

Decentralisation policy fosters participatory monitoring for accountability

The Local Government Association received support from the European Union to implement the policy, both in terms of improvement of local service delivery and of people's awareness and participation in local policymaking. In partnership with Citizens Forum, the Association developed a reference manual: "Decentralised Governance for Citizen Empowerment", which was distributed through local authorities to communities and various stakeholders. As part of this awareness raising and bringing governance closer to people, the Local Government Association instituted a Decentralisation Day which is held on the 10th of August of each year. For a week prior to the commemoration, local authorities showcase and open their doors to the public so that the public can learn about what their local authorities are doing, get an understanding of the roles and responsibilities, project and programmes that are in place and the public get an opportunity to interact and dialogue with their councillors as well as local authority staff. The initiative has been well received.

- **Sustainability,** ensure that national development does not compromise the wellbeing of future generations.

- **Equity,** ensure equitable distribution of resources for development.

- **Responsiveness,** ensure that national plans and budgets are responsive to the felt needs and desires of the citizens.

2.3 Citizen's Budget

A Citizen's Budget is a non-technical, simplified presentation of the Government's Budget which is intended to enable the public, including those who are not familiar with public finance, to understand Government plans. In 2013 Zambia launched its first ever Citizen's Budget. While citizens did not contribute to the budget content, the presentation in simple format allowed the majority of citizens to understand how Government intends to raise money to finance expenditure, how the resources were allocated and for what purposes. This is aimed at making government operations transparent and enabling the ordinary citizen to participate in the economic issues of the country.

2.4 Constituency Development Fund (CDF) -

Established in 1995, the Constituency Development Fund is intended to finance micro-community development projects that were not only visibly beneficial, but so involved the active participation of ordinary members of communities.

Key stakeholders expressed that the CDF is a very good practice, if the intentions for which it was established are followed and it is not perceived to be politically aligned. The fund however, needs further strengthening for it to become more effective. This includes:

- sensitization of ordinary citizens on the CDF and its proximity for their benefit; and
- legislation, instead of simple guidelines, with effective enforcement mechanisms, should be enacted to supervise the administration and management of the CDF.

This will enable CDF to respond effectively to developmental needs at local levels. For example, out of the 77 infrastructure developments funded by the CDF and randomly selected for inspection, only 13 (17 per cent) were considered to be of good quality, according to the study conducted by Economic Association of Zambia study. A study conducted by the Economic Association of Zambia focusing on the impact of the CDF notes that some positive impacts have been noted emanating from the implementation of the CDF as illustrated in the table below:

Table 2:-Selected CDF projects and their impact

Constituency	Project	Impact
Nkana	Construction of a placenta pit and water reticulation works	Maternity wing operations resumed. Increase catchment from 10400 to 15000. Expectant mothers to save costs incurred in search of maternity services from distant clinics.
Kalulushi	Purchase of an Ambulance	Emergency services requiring ambulances being handled much quicker
Kasempa	Construction of a market at Kesempa turn off	Providing a shelter for marketeers and keep food from spoiling
Mbala	Construction of two dormitories for weekly boarders at Masamba Basic School	Has lessened the daily travelling times for pupils coming from long distances
Mandevu	Procurement of traditional land in Kabanana Area	Has enabled construction of a big modern high school which will improve access to education

Source: Economic Association of Zambia, Impact of the Constituency Development Fund in Zambia

2.5 Civil Society Participatory Monitoring Models

Civil Society Organisations have had rich experiences with participatory monitoring for accountability. The models used by CSOs have been proven to work and include such models as satisfaction surveys, community score cards, basic needs basket, social accountability models, community enumerations, People's Parliaments, Children's Parliament and Poor Peoples' tribunals. These mechanisms used to articulate the needs of communities, and to monitor service provision are simple to use and inexpensive.

The Community Score Cards (CSCs) connects communities with service providers

Community Score Cards approach brings together community members, service providers, and local government to identify service utilization provision and challenges in order to mutually generate solutions, and work in partnership to implement and track the effectiveness of those solutions in an ongoing process of quality improvement. The process is meant to facilitate good governance through promotion of participation, transparency, accountability and informed decision-making in a non-confrontational manner. The CSC is a participatory tool that generates information through focus group interactions and enables maximum participation of the local communities and service providers compare stated service provision standards and what is being obtained on the ground. Communities are

asked to think of characteristics of an ideal service which serve as performance measures. On the basis of the performance measurements, services are scored and the scores collated and an average score agreed upon. Service providers also score themselves against set service provision standards. It is conducted at micro/local level and uses the community as the unit of analysis. It provides immediate feedback to service providers and emphasizes immediate response and joint decision making. Interface meetings are held between communities and service providers to reach a consensus on the state of service provision and discussions on addressing the gaps results in a joint action plan being developed. In Zambia, the CSC is being implemented by a number of Civil Society Organisations, including World Vision, Civil Society for Poverty Reduction (CSPR).

> "Effective participatory monitoring for accountability requires investing in building the capacity of the communities, providing the right information, strengthening community representative structures about their roles and responsibilities and institutionalizing such processes in development planning at local level."
>
> *Moses Ngulube, World Vision.*

In one of the interface meetings in Kabwe, World Vision invited a local radio station to capture the proceedings of the interface meeting. The lack of a maternity wing and drug stock out were identified as one of the challenges at a clinic in the district. The discussion was aired on the local radio station and the Permanent Secretary of Central Province happened to be listening to the broadcast. The Permanent Secretary contacted the District Commissioner who then organized a visit to the clinic to verify the news broadcast and confirmed the challenges that had been highlighted. The result was that an office that was not being used has since been converted and equipped into a

maternity wing. In the Shimukuni area of Chibombo District, people were experiencing poor phone network; the community mobilized and collected signatures of all the people who had mobile phones and through lobbying with the mobile service providers were able to have a communication tower erected. The improved communications has not only benefited the people with mobile phones but has improved communication with the nearby health facility.

Citizen Voice and Action empowers communities

Citizen Voice and Action is a local level advocacy methodology that transforms the dialogue between communities and government in order to improve services that have an impact on the daily lives of children and their families. Citizen Voice and Action works by educating citizens about their rights and equipping them with a set of tools designed to empower them to protect and enforce those rights. First, communities learn about basic human rights, and how these rights are articulated under local law.

Next, communities work collaboratively with government and service providers to compare reality against government's own commitments. Communities also have the opportunity to rate government's performance against subjective criteria that they themselves

generate. Finally, communities work with other stakeholders to influence decision-makers to improve services, using a simple set of advocacy tools. As government services improve, so does the well-being of children and their families.

In Zambia, non-governmental organization such as World Vision has been implementing projects under the Citizen, Voice and Action advocacy model in about 21 districts. This initiative has improved community-participation in development and in social accountability processes. It has enabled 4500 community members (2205 women and girls and 2295 men and boys) to articulate policy entitlements in health and education sectors. Community participation, often times, includes making contributions of 25 per cent upfront materials: sand, bricks and crushed stones, during construction projects. Regular meetings are organized

and ensuing plans are often influenced by the input of community members. National monitoring systems are largely focused collecting data and reports from its staff but Community Voice Action model is promoting participatory monitoring and accountability by adding the citizens' voice.

## Technology plays a vital role in participatory monitoring

In Zambia, technology has proven to have played a key role in participatory monitoring, allowing the collection and rapid transmission of data from community levels through to central levels, in a timely manner, using systems that are cost-effective.

Zambia U-Report is an illustration of how technology assists in accelerating HIV response among adolescents and youth in Zambia. Zambia U-Report platform is an innovative, youth-friendly SMS platform for adolescents and youth that provides real-time interactive counseling and education on HIV and STIs through SMS that is free-of-charge and confidential. One important programmatic benefit of the SMS platform is its ability to provide real-time monitoring of the utilisation, availability and quality of adolescent and youth friendly HIV services. The Zambia Information and Communication Technology Authority (ZICTA) estimated mobile phone penetration in Zambia at 63 per cent by the end of 2011. Evidence from the U-report shows significant change on the level of HIV prevention knowledge, adoption of safer reproductive health and sexual behaviours including reducing sexual partners, increased uptake of condom use, and increased uptake of STI/HIV testing.

Zambia U-report module 1: Knowledge Bank on HIV/STI.
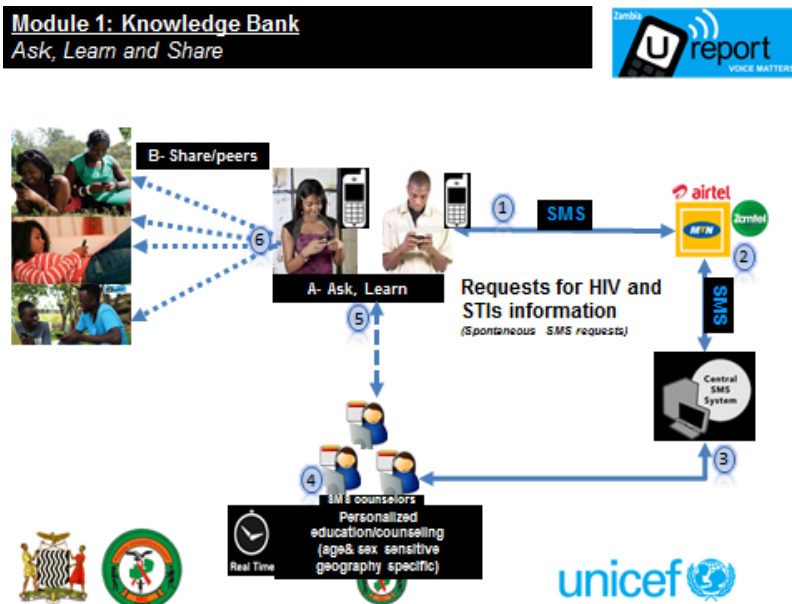
Zambia U-report module 2: Opinion Poll and Campaign for demand creation
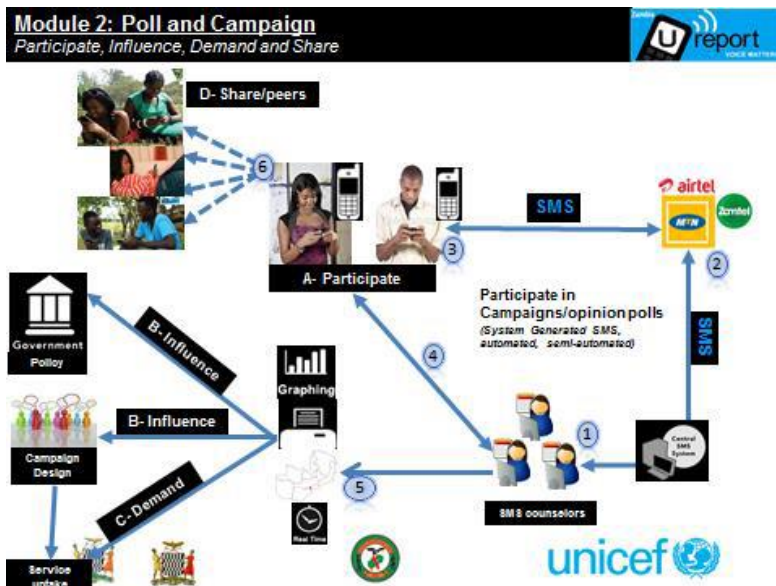
Mobile-to-Web Monitoring, Evaluation and Reporting System for Water Sanitation and Hygiene (M-WASH) is another good example of using technology in monitoring development progress. Using District Health Information System (DHIS2)[7], the Ministry of Local Government and Housing, with the support of UNICEF, successfully scaled up a village-level surveillance platform capable of real-time monitoring of population based hygiene and sanitation indicators. In less than 10 months since its launch in September 2013, the system has been put in place in 20 districts which are now submitting monthly reports through 1,200 Community Champions and Environmental Health Technicians, using simple Nokia feature phones to capture and transmit these data. This covers a total population of 1,702,529 from 9,392 villages; in these villages, this system contributed to reach 855 º¹2 new users of improved sanitation and to raise the practice of hand washing with soap or ash from 8.3 per cent to 43 per cent.

The systems uses champions, volunteers organized in village sanitation groups (SAG) and existing government structures at district, provincial and national levels.

The SAG collects baseline data on the state of sanitation in their village and continues to do so until the last latrine in the village is built. The data is collected by a Champion who is equipped with a Nokia feature phone and, a bicycle, and who can cover between 5-10 villages. With the support of the Environmental Health Technicians, the Champions enter data that is transmitted to the District Office, then to the Provincial Office for quality checks and then Head Office.

Government plans to extend the project to 50 more districts as well as adopt the same system for water supply sector so that by the 2016, 65 per cent of the country will have access to water supply and sanitation. The African Development Bank and SNV have expressed interest in the system for use in the Western Province.

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[7] DHIS2 is open-source software developed, customized and initially used for reporting, analysis and dissemination of health data. DHIS2 has revolutionized surveillance in developing countries by facilitating the collection and analysis of robust data through simple, intuitive platforms. DHIS2 automatically aggregates data through the geographic hierarchy (Village > Ward > District > National); it includes GIS/Mapping functionality and fully-automated custom reports /Charts and pivot tables.

The same system is also being used in some districts by the health sector. DHIS2 was primarily introduced in Zambia for health programmes and this is a good opportunity for integrated M&E systems; for instance, the system could be configured to produce automatically generated reports and maps showing Open Defecation Free (ODF) status in relation to diarrhea prevalence and stunting. This is therefore a good opportunity to increase accountability for better integration of WASH, Health and Nutrition Programmes led by the Government.

2.6 Community level Monitoring Model

The Basic Needs Basket (BNB) model is a monthly survey of the cost of essential food and non-food items that comprise the bare-minimum basket of goods needed for an urban family of six to survive with a decent and healthy standard of living. Pioneered and implemented by the Jesuits Center for Theological Reflection (JCTR), it is being implemented in 15 towns across Zambia. Data is collected on a monthly basis by identified volunteers using a data collection template that has been developed by JCTR. In Lusaka for example, data is being collected from 7 markets around the city. Data is analysed and sent out to over 2000 individuals and organisations. Results are also sent to media houses as press statements for information sharing. Trade Unions organisations have used the data for salary negotiations. The Vice Presidents' Office has become a regular recipient of this information and has used the information in parliamentary discussions on the minimum wage, proposing that the minimum wage be at the same level as the BNB.

The Tax Reform Platform of which JCTR is a member has used the BNB in the budget consultations process for the tax threshold to be increased from K2300 to K3000 in the 2013 budget. For this years' budget consultations, the Platform is proposing increasing the threshold to K 4,000.00. The tool is being adopted by other organisations locally as well as in the region and beyond i.e. Kenya, Ghana and Zimbabwe. It is envisaged that the tool will be used for lobbying and advocacy for pro-poor policies and can be institutionalised as a reliable source of real time monitoring. It has been observed that the BNB figures are often at variance with the Central Statistics Office (CSO) figures. One of the reasons for this variation has been that the CSO uses average weighted figures from across Zambia, while the BNB is based on actual figures collected in each town.

Parents Teachers Associations in most schools in Zambia comprise a membership of teachers, and the parents. It provides opportunities for parents to understand and monitor the activities of the school, and to assist in its development. Hence it promotes accountability of the delivery of the school for the benefit of the school children.

Community Radio Stations provide the general public with an opportunity to participate actively in national development. These stations provide a diverse and plural media environment that provides widespread access to information and debate to the wider population. They facilitate debate on topical issues of concern for the

community hence promoting local debate. Zambia has over 20 community radio stations.

2.7 Challenges encountered with Participatory Monitoring Mechanisms

The key challenges identified in the stakeholder consultations were:

- The absence of service charters and policy /institutional legally binding measures that compel Government to take into account and incorporate stakeholder views.

- Development discussion is happening where the majority of the population particularly the youth, women, people living with disabilities and other vulnerable groups, have no or limited access i.e. universities, boardrooms, schools, social groupings, and are therefore excluded.

- Design of policies and plans are good but systems are weak or not functioning, and fall short of the requirements to make things happen.

- Insufficient access to information for local communities to be able to demand fulfilment of human rights and to hold government accountable for development.

- Creating awareness among communities that rights come with responsibilities and as partners in development, they are also accountable.

- While mutual accountability can contribute to coproduction of public goods in social sectors such as health

and education, it is important to ensure that Governments and service providers do not abrogate their responsibilities to the extent that ordinary citizens take over the role of government.

- Capacity constraints in technical and financial human resources in local authorities and councils.

- Participatory monitoring is heavy on resources and time.

- Political interference, lack of political will and leadership have also contributed to limited participatory monitoring and hence continue to work with small pockets of practices that are not backed by legal framework.

2.8 Ways to Support Participatory Monitoring Mechanism

- Monitoring and evaluation should be linked with planning, and a top-down approach does not accommodate participatory monitoring. Therefore, a bottom up approach is essential to promote communities to be responsible and safe-guard what they have planned for, and to enable them to hold service providers accountable. Empowerment encourages vigilance.

- The development planning processes must be kept simple and straight forward, be-people driven to foster ownership.

- The meaningful involvement of stakeholders in government planning, implementation and monitoring

should work best, if policies and bills are supported by formal legislation to implement the policies concerned, rather than use of non-binding guidelines. This is especially relevant to the decentralization policy.

- The Post-2015 Sustainable Development Goals framework should be localised by alignment with national development plans. This will ensure the synchronisation of monitoring and reporting using the participatory mechanisms already in place for national development plans.

- Government leadership in these good practices is instrumental for sustainable development. Government should consider institutionalizing the use of participatory monitoring tools used by Civil Society Organisations in all communities. Participatory monitoring and evaluation should be seen as a formal part of a continuum of accountability processes and systems from the local to the national level, with accompanying processes to incorporate participatory monitoring evidence into formal national and sub national monitoring and accountability reports. In this regard, a participatory monitoring framework should be embedded into the Post-2015 Agenda.

CHAPTER III

3. Monitoring for Accountability: What did they say?

3.1. Youth

The concept of early engagement of government and stakeholders provides an opportunity for people to understand every stage of development planning as well as how participatory monitoring can enhance accountability. The lack of political commitments and lack of participatory planning are hindrances to effective participatory monitoring and accountability. It was noted that participatory monitoring and accountability is the tool which can inform government and contribute to policy change regarding, for example, implementation of developmental projects.

availability of opportunities for rural and urban youth. Development conversations should reach all, which will ensure youth participation in monitoring and enhancing accountability.

The non-existence of district forums for young people, to discuss development issues was cited as a hindrance to effective participation of youth in planning and decision making. Members of Parliament and Councilors were viewed as distant because of the heavy protocols involved in meeting them, thus making them inaccessible for one-on-one development dialogues. The youth consultations also noted the difference in access to information and in

> "It is my first experience to debate the development priorities. After listening to it and the participation, I thought, young people can change the world if they are given a chance. We have to fight for that chance." Mukonga Parkens a third year student at Mukuba University

3.2 Parliamentarians and Community Leaders

Constituency offices are supposed to be accessible to all but perceptions are that they are politically aligned thus excluding those who may not have the same political affiliations as a sitting member of Parliament.

Parliamentarians are the focal persons in their constituencies who engage with communities on development processes. In collaboration with the district level

committees and traditional leadership, parliamentarians have a key role to play in promoting participatory monitoring as they are closer to communities in ensuring that transformative change is achieved. This interaction has enormous potential to provide evidence for parliamentarians to represent their constituencies more effectively in Parliament.

> "Corruption is one of the biggest problems and this is impacting on development programmes as well as benefits of private sector investments at community level. Propose that the current procurement system be revamped or scrapped."
>
> Private Sector Dialogue

3.3 Civil Society

Civil Society Organizations in Zambia underlined that citizens constitute a nation, therefore, whatever programmes a state puts in place, obtaining the support of its citizens is of paramount importance. CSOs are playing a very important role in building the capacities of communities and creating awareness on development issues. CSOs acknowledge that they have been consulted and have also promoted participatory monitoring models. The role of Civil Society in ensuring accountability by both political leaders and civil servants is important in participatory monitoring. Political accountability means regular and open methods for sanctioning or rewarding those who hold positions of public trust through a system of checks and balances among the executive,

> "To elicit citizen demand requires citizens that are informed. It is about shifting power relations and closing the gap. There is need to flatten the wealth pyramid because as long as the wealth and power gap remains wide, bringing about accountable leadership will remain a challenge."
>
> Mutale Wakunuma, Platform for Social Protection Zambia.

legislative and judicial branches. The Civil Society in Zambia has faced challenges in promoting the freedom of expression as they convey messages from the communities. Participatory monitoring for accountability requires that government strengthens the decentralization policy implementation, transparency in budget expenditures to communities and community data collection and use.

3.4 The Media

Media plays a vital role in monitoring development issues, informing people about development progresses and challenges. A vibrant media is therefore, essential to ensure the duty bearers, such as government as well as other development partners deliver according to the national need. This can be done by the media deliberately providing civic education to the public. The media uses radio and TV to promote debate on emerging development issues. The public can take part in the discussions of development issues that affect them. Most communities in Zambia have local radio stations. These have been instrumental in sharing information on development issues to the communities.

3.5 Private Sector

The role of the private sector in participatory monitoring in development issues needs to be strengthened. A real public-private sector partnership is a necessary to not only to articulate the right kind of development agenda, but also to mobilize resources and monitor

development issues in order to enhance accountability of government and non-government institutions. In terms of participatory monitoring, the government could, for example, partner with private companies in telecommunications for crowd-sourcing of information on service delivery or for data collection using cell phones.

3.6 Government

Systems for participatory monitoring are weak. Every year, ministries develop annual plans and set targets and indicators for measuring performance. Annual progress reports are produced but evidences are is not adequately discussed and used for planning. Decentralized monitoring framework would put responsibility and obligations on all. The prevailing silo mentality within the different ministries is hampering effective planning and monitoring within government as well as in the UN system. Prioritization, integration, inter-ministerial coordination and alignment of plans are of paramount importance if meaningful progress is to be made as resources are never enough. Development of a whole of government approach to national priorities is necessary so that development partners respond to truly national cross-cutting priorities.

CHAPTER IV

4 Recommendations: Leaving No One Behind

Recipients should be governed in such a way that they influence mechanisms and platforms to ensure that their views are the evidence needed to influence planning, in addition to the usual analytical research. It is essential to keep development processes simple and straightforward. The consultative process, which has started in setting the agenda for the Post-2015, must continue to evolve into a dialogue that begins to institutionalize these mechanisms into government planning and monitoring frameworks to begin to give citizens an opportunity to influence decisions that affect their lives. Evidence collected through these approaches at the local level, should be adequately considered as part of ongoing, real time monitoring and incorporated in sub national and national reporting processes. Such evidence must guide the planning process in order to ensure realization of the Post-2015 Agenda's spirit: *'Leaving No One Behind'*.

National dialogue fora should be created and institutionalized for different segments of society to express their views freely. Youth, women, people leaving with disabilities and other vulnerable groups

> "Prioritisation is important. For example Sixth National Development Plan has 15 areas with 5 strategies each, meaning 75 programme areas and each programme has at least 5 indicators. We the technocrats are our own worst enemies as each seeks to protect one's area. There is need to break such silo mentality."
> Director of Planning, Ministry of Finance

should be provided with an opportunity to express their views and suggestions regarding national development planning and monitoring processes. For example, local community schools debate on emerging issues in Zambia may be strengthened. Such forums provide opportunity for school children/youth to analyse and monitor development issues, hence a means to hold government accountable for various development programs.

There is need to **strengthen the Member of Parliament (MP) constituency offices**, making them more accessible to every citizen without fear of intimidation. MPs should be able to dedicate their time to

constituencies to inform, educate and provide answers to the electorates on the development agenda. District participation should be inclusive and not along partisan political lines, so that community members belonging to other parties can own and support the development process. Concerns from the communities should be raised in parliament sessions and effectively monitored. Parliamentarians need to set up a committee on monitoring the next development agenda to hold the government and other actors to account on the goals.

Local level inclusive planning should be promoted to allow for participation by all in the development needs of their communities. Each ward should have a ward development plan that states the vision, goals, strategies, and activities that leaders and community members should adhere to. All ward development plans should feed into the constituency plans, that should feed into the provincial and ultimately the national plan. The local authorities have a key responsibility to raise awareness among community members on their rights, and development updates. Community notice boards and newsletters can be used to provide update to communities.

> "A key facet of vulnerability is often an inability to influence decisions that affect one's life: decisions are not instead made by more-powerful actors, who may neither understand the situation of the vulnerable nor necessarily have their interests at heart.[1] To address this, states require the capacity to recognize the concerns of the vulnerable and react to them through appropriate interventions. This requires, among other things, giving the poor and marginalized a greater voice in decision making[1] and opportunities for recourse when rights are violated or discrimination is encountered."
>
> 2014 Human Development Report

Public dialogue at all phase of development planning and monitoring is key for empowering community and enhancing accountability. The government should have legislation in place to promote local debate. This means the local people need to be empowered with information on local development. Parliamentarians have a role to play in organising these local debates. Councillors, MPs, CSOs, and church leaders are entry points for creating awareness, promoting non-partisan debate, providing information and empowering communities since their proximity to communities brings them face to face with deprivation every day.

In the post-2015 era, it is important to utilize **Information Communications Technology (ICT)** in monitoring activities. Awareness creation needs to focus on alternative means of communication such as social media and not rely entirely on traditional methods of communication such as billboards and brochures. The second round of Post-2015 consultative dialogue in Zambia showed that the country has mechanisms in place to foster participatory monitoring for accountability. It is important that these opportunities are taken full advantage of.

"The post-2015 framework should thus provide many opportunities for strengthened accountability mechanisms that involve citizens in varying capacities. The revived prominence of accountability stems from the increasing numbers of development scholars and practitioners who, over the past decade, have argued that relationships of accountability between different social actors are central to improving service delivery and to making policy and planning processes more inclusive.

Based on this discourse, many development institutions have adopted social accountability agendas that, on one hand, support civil society and citizens to engage in processes of service delivery and to exerting various kinds of pressure on their governments and, on the other hand, also support state capacity to respond to those voices and to live up to policy commitments." [8]

UNDP- Reflection on Social Accountability: Catalyzing democratic governance to accelerate progress towards the Millennium Development Goals , July 2013

Annex 1. List of documents reviewed:

Citizens Budget -2013 Budget Information for Citizens, Ministry of Finance 2013, Republic of Zambia

The National Planning and Budgeting Policy-April 2013, Ministry of Finance, Republic of Zambia

Impact of the Constituency Fund in Zambia- Economic Association of Zambia

Decentralization in the Local Authorities in Zambia. What is the way Forward? A case study of Lusaka City Council - Mumbi Mubanga, University of Zambia, December 2005

Zambia Consultations on the Post Millennium Development Goals (MDGS) Agenda Report, United National country Team , Zambia, June 2013

Progress report of the Open Working Group of the General Assembly on Sustainable Development Goals, July 2014

UNDP- REFLECTIONS ON SOCIAL ACCOUNTABILITY: Catalyzing democratic governance to accelerate progress towards the Millennium Development Goals, July 2013

Towards Empowering People, Report on the Media Workshop on Decentralisation, December 2011, Citizens Forum and Local Government Association of Zambia.

Voluntary report of Preliminary Results from the UNDG Consultation (April to June 2014), Prepared by UNICEF, UN Women and UNDP

E-Discussion Summary Synthesis Report, Prepared by UNICEF, UN Women and UNDP

Participatory Monitoring and Accountability-Conceptualizations and Implementation, and the Implications for Post-2015. Literature Review, Tricia Calendar, Ph.D, June 2014

Annex 2. List of Participants

Stakeholders	Female	Male	Total
Private Sector	9	8	17
Parliamentarians	10	23	33
Civil Society Organizations	18	20	38
Monitoring and Evaluation staff	13	12	25
Media	9	6	15
Young people	87	83	170
Total	146	152	298

5000 people, especially children and young people were reached during the five roadshows conducted in three major provincial towns – Kabwe, Kitwe and Ndola.

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