

# Poverty Monitoring and Evaluation

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### **17.1 Introduction**

Better targeting of interventions is important in an environment with considerable competing interests for the limited resources available. Presently, most poverty-targeting projects are not poverty-focused; they have low rates of socio-economic returns; their impact is not easily and quickly realisable; their sustainability is not assured; and their political marketability-cum-attractiveness is often contestable.

In order to ensure that the implementation of the PRSP is on course and desired results are achieved, monitoring and evaluation will be undertaken. Monitoring will involve tracking key indicators over time and space with a view to seeing what changes have taken place to the indicators following the implementation of the PRSP. Since the central objective of the PRSP is to reduce poverty, evaluations will enable the assessment of the impact on poverty of interventions under the PRSP. Thus, the monitoring system is expected to provide the basic input data into either PRSP evaluation as a whole or specific programme components or policies. Below is an elaboration of the PRSP monitoring system, the selection of indicators or the variables selected to measure progress, data sources, and the planned institutional framework for monitoring and evaluation. It must be noted that monitoring and evaluation of the PRSP will complement already existing monitoring and evaluation instruments such as the annual Economic Report, Mid-year Economic Review, and Annual Reports of ministries and provinces. These instruments will be tailored to monitor indicators selected under the PRSP for this purpose.

### **17.2 Monitoring the Poverty Reduction Strategy**

The primary aim of Zambia's poverty monitoring system is to track progress being made in the achievement of the goals and objectives set out in the sectoral chapters using an appropriate mix of intermediate and final indicators. The intermediate indicators are mostly composed of factors that are under the control of implementing agencies such as line ministries. On the other hand, final indicators are mostly composed of aspects of welfare not directly under the implementing agency's control. An annual PRSP report will be produced to monitor progress towards PRSP implementation.

The selection of indicators to track progress was undertaken by the PRSP thematic working groups for the following sectors: macroeconomics, agriculture, tourism, industry, mining, education, health, HIV/AIDS, gender, energy, environment, transport and communications, water and sanitation, roads infrastructure, and governance. Following the National Summit for Poverty Reduction, the list of indicators prepared by the working groups was streamlined to match the goals being measured. Fieldwork was undertaken to ascertain what indicators were actually collected and monitored by various institutions and this process produced the list of indicators that will be used to track PRSP progress. The selection of indicators also took into account the need to monitor Zambia's progress towards the achievement of the Millennium Development Goals. More work requires to be done in future to ensure that the desired indicators are actually collected and monitored. Table 17.1 gives a summary of the indicators that will be used to monitor the overall PRSP and the sector goals. Appendix 3 gives the detailed monitoring indicators by sector.

**Table 17.1: Summary of core PRSP monitoring indicators**

Sector/area	Sector/area goal	Indicator(s)*	Responsible/sources
<b>Overall National Goal</b>	<b>Sustained economic growth and employment creation</b>		
<b>Macroeconomics</b>	To achieve a high and sustained level of real GDP growth with greater equity of opportunity, income and access in a low inflation environment with a sustainable external sector position	Inflation rate Headcount poverty Expenditure on PRSP sectors Poverty Depth GDP growth rate	CSO (National accounts, LCMS, Prices Survey)
<b>Agriculture</b>	To promote a self-sustaining export-led agricultural sector which ensures increased household income and food security	Agric GDP growth Agric employment growth percent of food secure households Expenditure on extension and vet. Services	CSO (National Accounts, Employment inquiry, LCMS)
<b>Tourism</b>	To enhance the tourism sector's contribution to economic growth and poverty reduction	Tourism GDP growth rate Tourist arrivals Bedroom occupancy rates National park road upgrades (Km)	CSO (National accounts), MTENR (Tourism Statistics Digest)
<b>Mining</b>	To promote investment in the mining industry and ensure the development of a self-sustaining mineral-based industry	Mining GDP growth rate Mineral output (tonnes) Growth in mining employment Export earnings of gemstones	CSO (National accounts, Employment survey)
<b>Industry</b>	To promote growth of an export-led industry leading to employment creation and poverty reduction	Index of industrial production Mfg GDP growth rate Mfg employment growth	CSO (National accounts, Employment inquiry)
<b>Health</b>	To improve the health status of all people in Zambia especially the poor	Life expectancy at birth Percent of <5 immunised Health posts with 80% of est. posts filled Number of antenatal patients	CSO (Census, DHS), MOH
<b>Education</b>	To provide relevant, equitable, efficient, and quality education for all	Literacy rate Percent population with grade 7 and better level of ed. Expenditure on basic education Enrolment rates	CSO (Census, LCMS), MOE
<b>HIV/AIDS</b>	To reduce the incidence, infection, and the socio-economic impact of HIV/AIDS	HIV/AIDS incidence Number of STI cases Expenditure on ARVs	Sentinel surveillance survey
<b>Gender</b>	To promote gender balance, to ease the burden of poverty especially of women at the household, community and national levels	TBD	TBD
<b>Environment</b>	To formulate appropriate policies on the protection of the environment, management and development of natural resources, and ensure their efficient and effective delivery and implementation	National Environmental Policy formulated	MTNER, ECZ (Administrative Records and Statutes)
<b>Energy</b>	To ensure optimum supply and utilisation of energy	Energy GDP growth rate Household electricity access (percent) Total petroleum consumption Households using wood fuel (percent) New solar applications	CSO (National Accounts, LCMS), MEWD (Energy Statistics Bulletin)
<b>Water and Sanitation</b>	To contribute to poverty reduction through increased access to safe water and sanitation, increased food production, and food security	Percent of households with access to safe drinking water Percent of households with access to safe sanitation Volume of treated water produced Number of boreholes sunk	CSO (LCMS) MEWD (Annual Report) NWASCO, MLGH
<b>Transport and Communication</b>	To create an efficient transport and communication system that will promote economic growth and poverty reduction	T&C GDP growth rate	CSO (National accounts)
<b>Roads</b>	To expand, rehabilitate, and invest in the road sector so as to improve accessibility and mobility	Kms of tarred, paved, and unpaved road	NRB, MWS, MCT
<b>Governance</b>	To promote good governance in the management of private and public affairs as a mechanism of poverty reduction	TBD	TBD

\*: In all sectors of the PRSP, input indicators that focus on expenditure data on programmes and other milestones will be monitored in addition to the 'Core List'. Indicator disaggregation takes into account sex and gender where possible.

The data sources for monitoring indicators will essentially be the national census, household surveys, administrative records, management information systems, special surveys, and participatory assessments for more qualitative indicators. Institutionally, the national statistical system currently comprises the Central Statistical Office (CSO), statistical units in line ministries, parastatals, and other government institutions, the Bank of Zambia, and the Ministry of Finance and National Planning.

Indicators that are at the macro level will essentially be monitored. This function will be strongly supported by the Poverty Monitoring and Analysis component of the Zambia Social Investment Fund (ZAMSIF) and the Living Conditions Monitoring Unit at the Central Statistical Office. Sector specific (meso level) monitoring will be carried out by the implementing institutions as they have control of the administrative systems that generate most intermediate programme indicators. In addition, other institutions such as NGOs, academic institutions, research centres, and donors play an important role in collecting and analysing additional information and data.

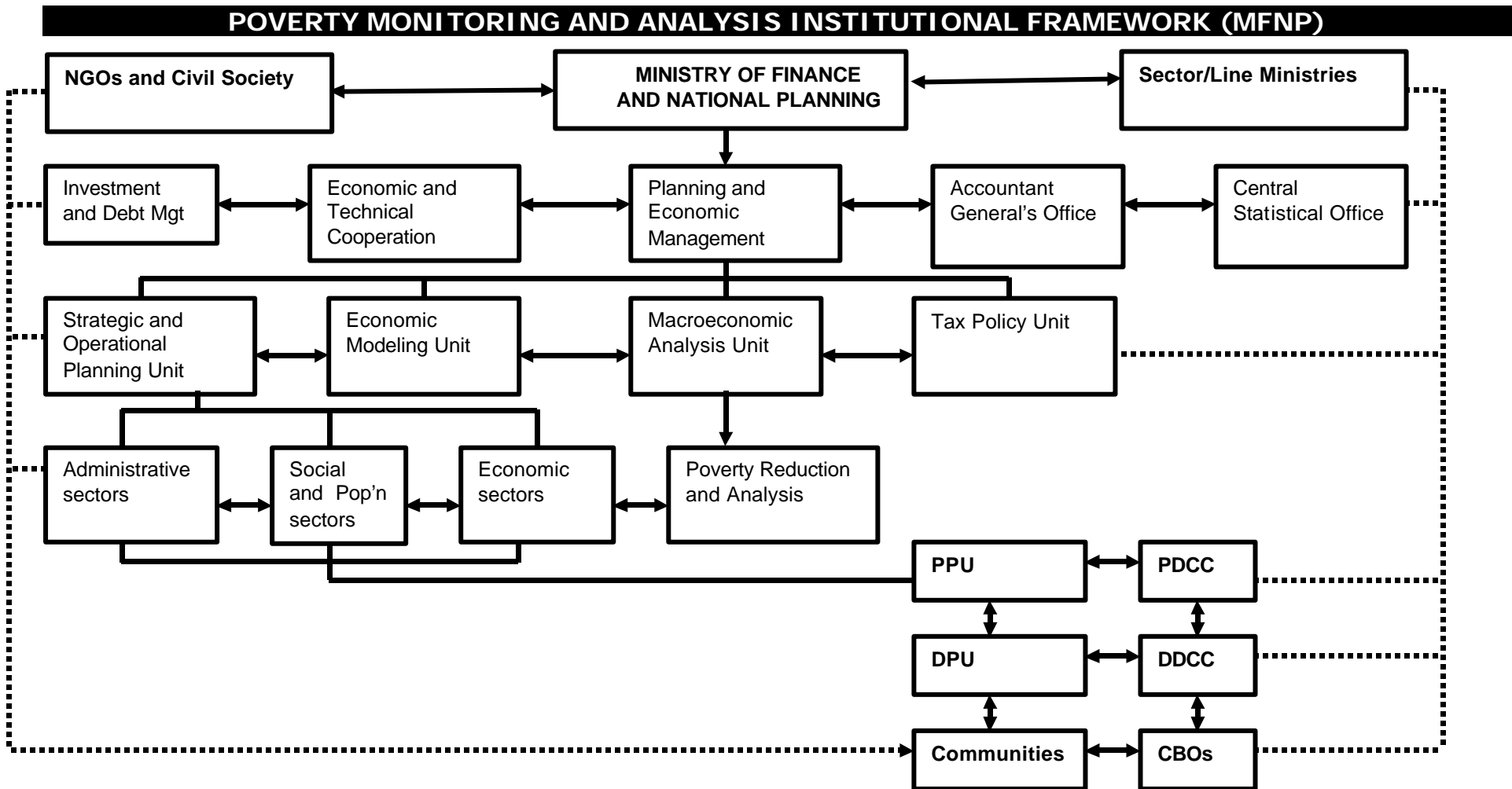
Currently, the Central Statistical Office runs a survey programme that produces statistics on income poverty and various living conditions indicators. This will be the core monitoring mechanism for final level indicators on poverty welfare and access/utilisation of social services. This survey will be adapted to ensure that key indicators requiring primary survey data are collected. Other large-scale CSO surveys such as the Post Harvest Survey (PHS) will complement it mostly for agricultural indicators. For monitoring key social indicators that have a strong health dimension, the Demographic and Health Survey (DHS) will be relied upon.

In order to develop a system of monitoring and resources targeting, systems will be developed to make use of Geographical Information Systems (GIS). This will highlight the geographical variation in incidence rates of poverty and other PRSP relevant indicators from the above-mentioned data sources. This analysis will also identify geographic factors that lie behind the poverty incidence levels and as such improve geographic targeting where this is required.

The monitoring frequency will differ at various levels. Intermediate indicators will be monitored at annual frequencies and where data is available at frequencies of less than one year. This will enable the tracking of inputs and their immediate outputs. Since final indicators take a little longer to change, tracking will be undertaken with a longer frequency to allow change in the indicators. For financial data, monthly budgetary allocations will continue to be published.

The overall poverty monitoring function will be done by the PEMD in the Ministry of Finance and National Planning. The institutional frame work for planning and monitoring of poverty reduction programmes is illustrated in Figure 17.1 below. The MFNP in collaboration with sector ministries, NGOs, and the civil society will work out and implement a comprehensive monitoring system on the basis of performance, and intermediate and final indicators. At the local level, the District Planning Units will work through the District Development Coordinating Committees while at the provincial level the Provincial Planning Units will work through the Provincial Development Coordinating Committees.

Figure 17.1: Poverty Monitoring and Analysis Institutional Framework



### **17.3 Evaluation Strategy**

The evaluation strategy will aim at a systematic examination of the implementation and outcomes of PRSP programmes and policies compared to the set of indicators in the sector programmes and other institutional benchmarks. Three main aspects are designed to be products of the evaluation strategy:

- *Evaluation of the implementation process* will attempt to establish whether programme implementation is done according to design and whether things are working or not.
- *Evaluation of outcomes* will seek to assess whether individuals and households' situations have changed *vis-à-vis* access to social services, utilisation of social services, and well-being. This level of evaluation should establish what the results are in relation to the original or revised programme goals.
- *Understanding the extent to which particular outcomes are the result of the interventions under the PRSP* or a component of it. This will be done since outcomes are generally not under the control of programme implementers and as such can result from independent and unintended sources.

The key issue for PRSP impact evaluation is the baseline on which to judge the progress arising from PRSP programmes. The construction of a baseline has in most cases been complicated by the fact that indicators are available at different reference dates. Whereas the latest value for some indicators is for 2001, others are only available as far back as 1996, especially for health outcome indicators. In most cases, it has not been possible to unify the baseline data.

The main data sources for the evaluations will be sample surveys. This is because most of the indicators that provide information on access and utilisation are currently collected under the regular cross-sectional surveys of the CSO. However, in cases where this is not the case, efforts will be put in place to ensure data capture for specific PRSP programmes and indicators. The difficulty that is likely to be faced will be that of constructing the counterfactual or what would have happened without the PRSP or components of it. This could have been solved if baselines were carried out, but the current survey programme is not designed with this in mind. Future surveys will be designed to try to capture programme and non-programme participants for specific sector interventions so as to allow a more favourable before and after evaluation. Civil society is expected to play a crucial role in PRSP evaluation as it is not scientific practice for one to be an implementer and evaluator at the same time.

### **17.4 Next Steps after Implementation**

The successful implementation of the PRSP will require that effective systems are put in place to manage and monitor its implementation. Frameworks will also have to be developed with a view to enhance programme design, monitoring, and evaluation including poverty analysis. In order to have a firm grip on government expenditures, a Medium Term Expenditure Framework (MTEF) will be developed. This is because total government interventions will continue to be constrained by resource availability. In this respect, commitments for interventions will be within resource availability. Therefore, in order to avoid annual budgets being thrown into disarray, thereby threatening the credibility of the PRSP, an MTEF will be used for expenditure planning in the medium term. Matching expenditures as outlined in the PRSP with the resource envelope in the MTEF will enhance the activities being realised.

The MTEF process will require review and assessment of where resources are currently committed or spent and to make real decisions or choices on where Zambia's resources should be spent to further the PRSP. Increasingly in the PRSP process, therefore, expenditures should reflect the objectives in the PRSP and not otherwise. Controlling officers should not commit resources to expenditures outside the PRSP objectives.

Information should not only be provided on releases as it is currently done, but should go further by indicating where the money was spent and the physical outputs. The IFMIS should, therefore, not only be seen as an accounting framework, but also capture the physical aspect of the expenditures. This will be part of the expenditure tracking systems. Publishing allocations and tracking will help. Increasing transparency also enhances certainty. This will ensure that all line ministries and other stakeholders have the same information regarding issues of disbursement, as resources like in the past, will be affected by shortfalls in revenues, thereby affecting amounts initially budgeted for them. Budget executions and allocations/releases by sector/province/ district may have to be published on a regularly basis at some point.