

Country Report for Zambia

**Joint Evaluation of the Trust Fund for Environmentally
and Socially Sustainable Development (TFESSD)**

Evaluation report 2/2008



Norad

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Layout and Print: Lobo Media AS, Oslo
ISBN: 978-82-7548-290-5

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February 2008

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Abbreviations

Term	Meaning
CAS	Country Assistance Strategy
CBO	Community Based Organisations
CD	Country Director
CDD	Community Driven Development
CEA	Country Environment Analysis
CEM	Country Economic Memorandum
CfP	Call for Proposals
CM	Country Manager
CO	Country Office
CSO	Central Statistics Office
ESSD	Environmentally and Socially Sustainable Development
FNDP	Fifth National Development Plan
GMA	Game Management Areas
GNI	Gross National Income
HDI	Human Development Index
IMF	International Monetary Fund
LDP	Local Development Program
LG	Local Government
LGP	Local Governance Platforms
MDGs	Millennium Development Goals
NGO	Non-Governmental Organisations
NRCF	Natural Resources Consultative Forum
PRGF	Poverty Reduction Growth Facility
PRSP	Poverty Reduction Strategy Paper
PSIA	Poverty and Social Impact Analysis
PVA	Poverty and Vulnerability Analysis
SAG	Sector Advisory Groups
SD	Social Development
SEA	Strategic Environmental Analysis
SM	Sector Manager
SWAP	Sector Wide Approach
TF	Trust Fund
TFESSD	Trust Fund for Environmentally and Socially Sustainable Development
TM	Task Manager
TTL	Task Team Leader
WDR	World Development Report
ZAWA	Zambia Wildlife Authority
ZNTB	Zambian Nature Tourism Board

Executive Summary

The country visit for the evaluation took place 10-14 September 2007 and was carried out in order to assess country influence and level of feedback. Through interviews with TTLs, recipient institutions and other beneficiaries, a detailed assessment of the direct achievements of the trust fund projects was carried out. The evaluation team looked at selected country specific trust fund projects to assess if these influenced the countries in any way and, even more important for this evaluation, whether country specific trust fund projects have been fed back into Bank lending activities and/or changed Bank policies and procedures.

Zambia represents the third largest destination for single and multi country TFESSD support. It is the largest country if measured only in terms of support for single country trust fund projects. The portfolio has projects under all four windows. In addition, the portfolio includes the three sustainability approaches identified as selection criteria in the inception phase of the evaluation: PSIA, CDD and Environmental Strategic planning, CEA and SEA. The portfolio, as it appeared in the TFESSD database, includes 10 trust fund projects. In two of these Zambia had been replaced with other countries. Of the remaining eight trust fund projects; five are ongoing and three completed.

The methodology for the evaluation was based on stakeholder interviews and document reviews. A standard interview guide was prepared prior to the visit to Lusaka.

The selection of the specific trust fund projects for in-depth review was undertaken as one of the first tasks in planning of the country visit as it was not feasible to undertake an in-depth review of all ongoing and completed projects in the country during the one-week mission.

The methodology was amended as the visit proceeded because some limitations were encountered in Zambia. The limitations related to the broadness of scope and the limited time allocated for the visit; limited resources available at the Bank to assist the evaluation team in the preparatory work as well as during the visit: some shortcomings in the knowledge of the TFESSD among Bank staff and local stakeholders; and frequent transfers of government staff, which made it difficult to locate relevant stakeholders.

Key lessons learned from Zambia case study:

- TFESSD projects are generally well implemented and relevant to the country context. Objectives of individual activities are achieved and no major modifications were revealed.
- TFESSD has proved relevant in a wider context: the funding is often used as seed money leveraging additional funding, which would otherwise not have been available
- The awareness of available funds through TFESSD is not satisfactory. Currently, applying for the funds is rather coincidental than strategic.
- The awareness of the TFESSD needs to be improved. The objectives of the TF are only known for those who are directly involved with the Fund. To improve the quality of applications and the amount of innovative and catalytic initiatives, better promotion of the TFESSD and its objectives is needed. As long as the awareness of the fund, its objectives and results are limited, the TFESSD has minimal symbolic influence.
- TFESSD funding is relevant and important. Many trust fund projects and their individual activities have had influence; nevertheless, the level of influence varies. Most trust fund projects in Zambia are small, complementing other efforts and aimed at contributing to wider policy dialogue. They usually take place at the same time with other similar activities and programs, which makes it difficult to trace evidence on their isolated influence. However the following findings are emphasised:
 - Some of the trust fund projects have had a direct influence in the Bank's policies. For example, the Poverty and Social Impact Analysis (PSIA) helped the more moderate thinking of reforms to win support within the Bank.

- PSIA and Poverty and Vulnerability Analysis (PVA) were instrumental in introducing a “softer” and more consultative side of the Bank in Zambia.
- The Zambia portfolio conforms to some of the general priorities and principles of the TFESSD; many trust fund projects have been acting as a catalyst for new thinking and can also be seen as innovative in introducing new perspectives, new findings or new approaches.
- Trust fund projects using the PSIA and Community Driven Development (CDD) tools, and the PVA, support and feed into the CASSs, the CEM and FNDP/PRSP. They are also mainstreamed into in-country Bank operation. In sector-projects like the Tourism studies the influence is less evident.
- Cross-sectoral aspects have been maintained through integration of environment and poverty issues into sector planning (e.g. the Tourism studies), integration of decentralisation and local governance strengthening (e.g. the LGP). Community participation, private sector development, and poverty reduction are other cross-cutting issues that have been addressed by some trust fund projects.
- Mainstreaming environmental and social dimensions of sustainable development, which is the overall purpose of the TF, is not fully achieved in Zambia. Particularly mainstreaming of environmental issues is not advanced through the current portfolio.
- The Task Team Leaders (TTLs) involved in the TFESSD projects found the TF relevant and important. It allowed them to work on cutting-edge activities within the Bank. They also underlined that for some activities it would be difficult to find alternative sources of funding.
- Zambia is an over-studied country and keeping track of all analysis and assessments is difficult. A common place for keeping and archiving such studies is important to ensure access to both national and international actors.
- Internal as well as external communications related to TFESSD need improvement and focus. Targeted dissemination of best practises would raise the awareness of TFESSD and its objectives.

1 Introduction

The Norwegian and Finnish Governments have initiated an evaluation of the Trust Fund for Environmentally and Socially Sustainable Development (TFESSD) - a multi-donor trust fund that provides grant resources for World Bank activities aimed at mainstreaming the environmental and social dimensions of sustainable development into overall Bank work.

The objective of the evaluation is to look into the influence of the TFESSD on World Bank policies and procedures in the area of environment, social development, poverty and social protection. Based on this evaluation, ways to improve the trust fund and its governance will be suggested.

As a step in reaching the objective, three case country visits have been conducted to countries in which TFESSD has supported several activities; these are Ethiopia, Zambia and Indonesia.

This report discusses the findings from Zambia. COWI AS, a Danish private limited company, has been contracted to undertake the evaluation.

The country visit took place 10-14 September 2007. The evaluation team consisted of Birgit Farstad Larsen and Pia Pannula Toft, consultants.

1.1 Objectives of the country case study

The country visit to Zambia was carried out in order to assess country influence and level of feed-back. Through interviews with Task Team Leaders (TTLs), recipient institutions and other beneficiaries, a detailed assessment of the direct achievements of the trust fund projects was carried out. The evaluation team looked at selected country specific trust fund projects to assess if these influenced the country in any way and, even more important for the evaluation, whether the country specific trust fund projects have been fed back into Bank lending activities and/or changed Bank policies and procedures.

The point of departure was interviews with relevant stakeholders in the Bank, Government, recipient institutions, donors and the Norwegian and Finnish Embassies. The interviews were intended to cover all aspects of the trust fund projects, including design process, implementation, interaction and coordination with partners, consistency with country assistance strategies (CAS) and Poverty Reduction Strategy Paper (PRSP) and other national policies and strategies, relevance, output and influence etc.

In-depth analysis of selected trust fund projects and interviews with involved parties allowed for an understanding and assessment of how TFESSD mechanisms and internal World Bank procedures and processes play together and support/hinder concrete TFESSD projects in obtaining their results and asserting their potential influence, i.e. to identify the principle drivers for asserting influence at country level.

The country case study will contribute findings for the purpose of qualifying the answer to the overall objective of the evaluation, i.e.:

- to judge the value and contribution of the Fund in improving the way the Bank works with environment, poverty reduction, social protection and social development; and
- to suggest ways to improve the Fund and its governance.

1.2 Methodology

The TFESSD management in Washington DC supported the process of contacting the country office. Close liaison and collaboration with an appointed contact person in the country team was essential for initiation of the country visit and setting up meetings prior to the arrival of

the evaluation team. TTLs were contacted with the purpose of identifying relevant stakeholders for their respective trust fund projects.

A standard interview guide was used as a basis for discussion with stakeholders in Zambia. The guide was amended in cases where the interviewees had no perception of the TFESSD, allowing the evaluation team to focus on the relevance of the trust fund project and the country context at the time when the project was executed, and possible indirect influence at the country level.

The selection of the specific trust fund projects for in-depth review was undertaken as one of the first tasks in planning of the country visit. It was not feasible to undertake an in-depth review of all ongoing and completed trust fund projects in the country during the one-week mission. The selection was based on the following criteria:

- To assess influence, trust fund projects should either have been completed or ongoing for some time, as for newly initiated projects it would only be relevant to discuss relevance. However, the selection also had to take into consideration that for some of the trust fund projects being several years old, the TTLs, local counterparts and other stakeholders had left their previous positions.
- To the extent possible, all windows represented in the portfolio should also be represented in the selection of trust fund projects for in-depth review.

In the end, availability of interviewees varied during the mission. A list of stakeholders met is enclosed in Appendix I.

The team conducted semi-structured interviews with World Bank Country Office staff, government officials, local stakeholders and beneficiaries, and consultants involved in the trust fund projects funded by TFESSD in Zambia, and had meetings with the Norwegian and Finnish embassies prior to departure.

Prior to the mission, the evaluation team collected relevant Bank and country documents for review, such as the Country Assistance Strategy (CAS), the Poverty Reduction Strategy Paper (PRSP) and Fifth National Development Plan (FNDP), and Bank strategies related to the four trust fund windows. An internet screening was carried out to build the necessary background knowledge of the country context, in which the Bank and the TFESSD are operating.

In order to *evaluate the relevance of TFESSD projects in Zambia*, three levels were distinguished. At country level, relevance was assessed by national stakeholders and against national policy and strategy documents, such as the PRSP and other (sector) policy documents; at Bank level relevance was measured against CAS and Bank sector strategies. At the third level, relevance was assessed against TF objectives.

The evaluation team planned to conduct a validation workshop at the end of the visit. However, several factors made it irrelevant:

- Both the TTLs at the country office (CO), who were involved in the TFESSD projects and the country manager (CM), were not available for meetings at the end of the week.
- TFESSD influence was discussed with relevant government counterparts throughout the week.
- Many offices normally close for a half or full day on Fridays.
- It made little sense to invite external stakeholders to a workshop when many of them found it difficult to separate the activities funded by TFESSD from the larger programmatic context in which many of the activities were implemented. In addition, many stakeholders were not aware that TFESSD was the funding source for particular trust fund projects. This indicates that they would have limited perception of the mandate and objective of the TF to provide comments for the overall aspect of the evaluation.

The evaluation team debriefed with the donors prior to departure.

1.3 Limitations

The evaluation deals with possible direct and indirect influences of the trust fund projects at country level. This raises the issue of how to establish clear relations between causes and effects. However, monitoring and evaluation instruments are used in a limited manner in the TF administration. Thus, the cause-effect relation will be assessed through tracing evidence among primary stakeholders as well as searching for evidence in Bank documents and work processes and in national documentation in the countries selected for case study. During the case country visit, the evaluation team was faced with some challenges. These are summarised below.

- The staff at the country office (CO) change frequently and the new country manager (CM) had arrived only three weeks prior to the evaluation mission. This limited the opportunity to make a historic review of trust fund projects in Zambia and the country context at the time.
- Government counterparts change frequently and for trust fund projects that were terminated some years ago, the evaluation team had difficulties in tracing relevant stakeholders, as many counterparts were no longer holding the same positions as when they were involved in the project. In addition, external counterparts the evaluation team met were rarely aware that TFESSD was the funding source of particular activities.
- The CO had limited resources available to assist the evaluation mission. The majority of meetings were organised by COWI with help of a locally hired assistant. She had previously worked with the Bank but found it difficult to trace relevant local stakeholders who were no longer in their previous positions.
- The CO is currently preparing the Country Assistant Strategy (CAS) 2008 however; the process has been delayed due to the arrival of the new CM. There were few indications given to the evaluation team of main priorities of the next CAS.

Certain determining factors influenced the selection of trust fund projects for in-depth analysis.

- The TTL responsible for the studies on *Nature-Based Tourism and Poverty*¹ made the initial contact with the TTLs noted in the TFESSD database, but in some cases the person mentioned in the database was not involved with the implementation of trust fund projects². This delayed the process of identifying relevant stakeholders. Nevertheless, with additional assistance from the TFESSD Senior Technical Specialist the team managed to get in contact with all TTLs except for the *TF52779 Africa Strategic Environment and Poverty Program*.
- In two trust fund projects noted in the TFESSD database, Zambia had been replaced with another country after the projects were approved³.

In summary, the evaluation team received information, in various amounts, on seven out of ten trust fund projects. Stakeholders on five of them were met during the visit while the information on the remaining two was not received in time to meet with relevant stakeholders.

The evidence basis on most of the individual TFESSD projects is too limited to draw firm conclusions. Despite of this, when taken together as a whole, there are sufficient indications of both recorded and likely relevance, effectiveness and influence for the evaluation team to present some well-founded observations.

1 TF55456 and TF56786 Nature-based Tourism for Economic Growth and Poverty Reduction in Zamb

2 TF55513- Local Governance Platforms and TF57365-Zambia country study

3 TF57612-Pro-poor tourism in Zambia and Ethiopia and TF54202-Civil Society Capacity Building.

2 Background

2.1 Country context

Zambia enjoys a reputation for peace and stability. It is endowed with abundant water resources, mineral wealth, a varied biodiversity and climatic conditions favourable for agriculture. The country stretches over a total surface area of 752,612 square kilometres. The population is estimated at 10.2 million, of which 45 percent are below the age of 15. The economy is largely based on mining of copper and agriculture, with potential in tourism, energy and industry. Zambia is one of the most highly urbanized countries in Sub-Saharan Africa.

Zambia is a multiparty republic with an executive president and a parliament consisting of 158 members, of which 150 are elected and eight nominated by the President. Both a president and a parliament are elected by direct popular vote for a five-year term. President's tenure is limited to two terms. The Movement for Multiparty Democracy (MMD) holds a parliamentary majority. Last elections took place in 2006.

Zambia attained independence in 1964. Country's first president Kenneth Kaunda was re-elected in 1968 and in 1973 after he outlawed all parties except the United National Independence Party (UNIP) in 1972. Zambia was a one party state until Kaunda accepted the need for multi-party democracy, and legalized opposition parties again in 1990. Under Kaunda, Zambia's economy deteriorated and Zambia became one of the poorest countries in Africa. Poor politics, corruption and inefficient state-owned enterprises were compounded by a collapse in copper prices, oil price shocks, and a continuing contraction of food production. As a result, per capita income fell by nearly five percent annually between 1974 and 1990.

In the 1991 presidential elections, Fredrick Chiluba, leader of the MMD defeated Kaunda. Chiluba introduced economic reforms, including privatisation of the copper industry that improved economic conditions and strengthened relations with donors. These reforms started transforming Zambia from a socialist system of central planning and control to a multiparty political system of a market oriented private sector driven economy. For example, Zambia Consolidated Copper Mines (ZCCM) was privatized in March 2000, and monetary and fiscal policies were tightened. As a result, real GDP grew at 3.5 percent in 2000, and inflation fell to the lowest levels in twenty years.

Zambia's current president Levy Patrick Mwanawasa of the MMD party won the presidential elections in 2001 and was re-elected in 2006. Under the Mwanawasa administration, the government is focusing more on diversification, growth and investment, budgetary reform, HIV/AIDS, and anti-corruption measures. In 2002, the country was hit by a crisis in the copper and agriculture sectors: Anglo-American Corporation withdrew from Konkola Copper Mines (KCM), which produces about 70 percent of Zambia's copper; world copper prices declined; and a severe drought, which left over 2 million people insecure about food, set back Zambia's growth prospects.

Nevertheless, Zambia has posited uninterrupted economic growth for seven years since 1999, the longest uninterrupted growth period since Independence. Between 2000 and 2005, the economy grew at an average annual rate of 4.6 percent. Inflation fell to single digits in 2006 (8.2% at end of year) for the first time in 30 years. During the last decade, the Government made notable progress in restoring and maintaining macroeconomic stability and structural reform measures aimed at building a diversified market based economy.

In April 2005, Zambia reached the Heavily Indebted Poor Countries (HIPC) completion point. It is hoped that this will send a powerful signal to foreign as well as domestic investors that

the country is on a sound macro-economic footing and is a viable and credible investment destination.

The World Bank names six potential risks for development in Zambia: (a) the government's preoccupation with political issues, which diverts attention from the poverty agenda; (b) macroeconomic instability, and the economy's vulnerability because of a continued delay in agreement on a new Poverty Reduction Growth Facility (PRGF); (c) economic and political developments in Zimbabwe and the possibility of peace collapsing in the Democratic Republic of Congo; (d) the continuing HIV/AIDS pandemic affecting all spheres of the economy; (e) a lack of good governance; and (f) complacency about taking action because of the currently above-normal copper prices. Bank interventions - with support from other donors, civil society, and the private sector - are designed to mitigate and limit exposure to these risks.⁴

2.1.1 Socio-economic context

Zambia's fundamental development challenge is to reduce poverty. Zambia has one of the highest incidences of poverty in the world with 68 percent of population living in poverty in 2004.⁵

The main strategies for poverty reduction are defined in an overarching development plan prepared by the Government of the Republic of Zambia. The Fifth National Development Plan (FNDP) was approved in November 2006 and it embraces the eight Millennium Development Goals (MDGs).

In the UNDP Human Development Report 2006, human development index (HDI) for Zambia is 0.407, which ranks Zambia 165th out of 177 countries⁶.

According to Human Development Reports, the fall in Zambia's HDI has been the sharpest among the developing countries. Up to 1985, Zambia's HDI continued to rise despite the declining economy. The adverse impact was cushioned by food subsidies and free social services. The HDI started to fall in 1990 such that by 1995, Zambia's HDI value was lower than it was in 1975. Zambia is the only country to experience such a reversal in the world. Zambia Human Development Report 2007 states that Zambia's HDI has been rising steadily since then and now measures 0.462 out of the maximum value of 1.⁷

The index is calculated based on the Central Statistical Office (CSO) data from 2004. The reasons for improved performance include the sustained growth in the country's economy since 1999, achievements in health reforms and particularly the multisectoral response to HIV and other diseases such as malaria, tuberculosis and diarrhoea, and gains in education enrolment.

HIV and AIDS are reversing many of the developmental gains. Life expectancy at birth was reduced by over two years from 2000 to 2004 and it is estimated to be reduced by eight years by 2010. The child and infant mortality rate is worsening after a positive development in 1996-2002. Diseases like tuberculosis which had been contained are now some of the major public health problems in the country⁸.

The 2007 MDG Progress Report states that Zambia is on track to achieving all the MDGs, except for maternal mortality and environmental sustainability. However, Zambia's performance is mixed. In addition to HIV and AIDS, unemployment and limited growth in the productive sectors such as agriculture, mining and manufacturing worsen the poverty situation.

The United Nations Development Assistance Framework for Zambia, 2007-2010 prioritises four inter-related areas of UN cooperation: (i) HIV and AIDS; (ii) Basic social services (education, health and social protection); (iii) Governance; and (iv) Food security. Promoting gender equality and environmental sustainability will be crosscutting themes.

4 <http://web.worldbank.org>

5 Zambia NHDR, 2007.

6 HDR - Country Fact Sheets, 2006.

7 Zambia NHDR, 2007.

8 Zambia NHDR 2007.

2.2 Bank country programme/operations

Since 1965, the World Bank has supported Zambia with US\$3.44 billion through 110 projects.

The current Country Assistance Strategy (CAS) for 2004-2007 outlines three objectives that guide the Bank's work in Zambia: (i) a diversified and export-oriented economy; (ii) improved lives and protection of the vulnerable; and (iii) an efficiently and effectively managed public sector. These objectives are aligned with the strategic priority areas of the Government's Poverty Reduction Strategy Paper (PRSP).

Zambia PRSP for 2002-2004 is wide-ranging in scope and has a strong sectoral emphasis. The overall approach is to achieve poverty reduction through a combination of growth-promoting activities in key economic sectors and supporting infrastructure. The major objectives of the Zambian PRSP are to: (i) promote growth and diversification in production and exports; (ii) improve delivery of social services; and (iii) incorporate crosscutting policies for HIV/AIDS, gender and the environment.

The Bank's non-lending program was aimed to help attain PRSP objectives, help address weaknesses of the PRSP, as identified in the joint staff assessment (JSA), and underpin lending operations. Selectivity of new lending is critical for streamlining interventions to coincide with the Bank's comparative strengths as well as other donor programs.

In conjunction with the PRSP, the Ministry of Finance and National Planning was tasked to prepare the Transitional National Development Plan 2002-2005, and in November 2006, the Fifth National Development Plan (FNDP) was prepared to guide the development process, including poverty reducing programs.

The new CAS is expected to be presented to the Board in early 2008. The preparations for the new CAS have been delayed due to the arrival of the new country manager (CM). The evaluation team did not get any clear indication of the focus areas in the new strategy. However, the interviewed persons underlined the importance of supporting economic competitiveness in planning the future activities.

There are ten⁹ active World Bank projects in Zambia divided between three strategic priority areas:¹⁰

- 1 Removing constraints to sustainable and diversified growth
- 2 Improving governance
- 3 Increasing access to basic services and direct poverty interventions

Two large projects are in infrastructure, two in health, two in environment, three in diversified economy (including one agricultural project and one in vocational education), and one in public sector management.

The Bank's country office in Zambia is relatively small. The country manager has 12 professionals and circa as many support staff. Despite the limited resources, the Bank is a lead donor in nine of total 14 sectors¹¹.

2.3 Overview of in-country TFESSD projects

Zambia represents the third largest destination for single and multi country TFESSD support. It is the largest country if measured only in terms of support for single country trust fund projects. The portfolio includes a relatively large number of completed and ongoing single and multi country trust fund projects. The first TFESSD supported project to Zambia was approved in 2000. Five projects were approved in or prior to FY04. Two projects were approved in FY07. The portfolio reviewed has projects under all four windows. In addition, the portfolio includes the three sustainability approaches; PSIA, CDD and Environmental Strategic planning (CEA and SEA).

9 In addition to these, there is a Trust Fund and a Regional Project.

10 www.worldbank.org/

11 Joint Assistance Strategy Paper for Zambia (JASZ), 3rd draft February 2007

Most trust fund projects are specific for Zambia, which means that the learning potential of the project is limited to Zambia. However, a cross-country dialogue have taken place (e.g. Tourism studies) and the trust fund projects involving the CDD tool have been operationalised in several countries also using the experiences from Zambia to fine-tune implementation in other countries¹².

In addition, Zambia represents, although recently approved as such, a pilot country model where country earmarked funding has been tested (FY07). *TF57365, Zambia Country Study*, was approved this year.

The table on page 16 provides an overview of TFESSD supported projects in Zambia as they appear in the TFESSD database, including names of the responsible TTLs.

TF-number	Title	Year from – to	Status	Grant amount USD*	Disbursed and committed	Window	Typology	Multi-country vs. single country
TF-052779	Africa Strategic Environment and Poverty Program TTL: Aziz Bouzaher	FY04 – 07	Closed	29,000 (component in Zambia)	29,000	Environment	Regional Macro	Multi
TF-055456	Nature-based Tourism for Economic Growth and Poverty Reduction in Zambia TTL: Jean-Michel Pavy	FY06 – 07	On-going	253,000	118,746	Environment	Country Sector	Single
TF-056786	Zambia Nature-based Tourism TTL: Jean-Michel Pavy	FY06 - 07	On-going	135,000	100,000	Environment	Country Sector	Single
TF-057612	<i>Pro-poor tourism in Zambia and Ethiopia</i> TTL: Agata Pawlowska/Shawn Mann	Zambia replaced with Tanzania						
TF-055513	Local Governance Platforms: Strengthening Local Government Community Interface in CDD TTL (Zambian component): Rodrigo Serrano-Berthet	FY06-08 ¹³	On-going	300,000	178,656	Social Development	Global Sector	Single
TF-024691	<i>Poverty, Social Capital and Empowerment</i> TM: Daniel Owen	FY02 - The outcome of this trust fund project has been operationalised in several countries, including Zambia. This was the precursor to TF055513.						
TF-054202	<i>Civil Society Capacity Building</i> TTL: Carolyn Winther	Zambia and Malawi replaced with Mozambique and Uganda						
TF-051799	Poverty and Social Impact Analysis of Rural Reform in Zambia TTL: Abebe Adugna	FY03 - 04	Closed	131,394	131,394	Poverty	Country Macro	Single
TF-052651	Poverty and Vulnerability Analysis TTL: Valerie Kozel	FY04 - 05	Closed	246,178	241,331	Poverty	Country Macro	Single
TF-057365-	Zambia country study (4 studies with 4 different TTLs) Main responsible TTL: Anke Reichhuber	FY07 - 08	On-going	500,000	25,971	Social protection	Country Macro	Single
				1,594,572	825,098			

Source: TESSD donor reporting as of 31 January 2007

¹² Reference to TTL on the LGP.

¹³ Include Angola and the Philippines in addition to Zambia. Draft final report submitted for Zambia.

The portfolio for Zambia in the TFESSD database included 10 projects. In two of these, it turned out that Zambia had been replaced with other countries, and one project was a precursor to an ongoing trust fund project on local government strengthening. Of the remaining seven; four are ongoing and three¹⁴ completed.

Country trust fund projects cover all four windows, but it is questionable why Zambia Country Study is placed under the Social Protection Window. The Study focuses on advancing the pro-poor economic growth agenda of the National Development Plan, capacity building and promotion of policy dialogue.

Most of the trust fund projects in the portfolio are country specific which means that the learning reach will be limited to Zambia. Two projects are regional and global respectively and have a broader learning potential.

Both sector and macro issues are addressed in the portfolio. The tourism sector is addressed in several trust fund projects, but these are all related and on-going at the time of the evaluation. Macro issues covering pro-poor economic growth, poverty and vulnerability.

2.3.1 Description of the trust fund projects in Zambia

TF 052779 – Africa Strategic Environment and Poverty Program. Ongoing ENV.
This trust fund project is not specifically analysed since the evaluation team was unable to establish contact with the TTL. However, the work in Zambia was a part of the broader analytical study on the economic and poverty impacts of nature-based tourism. TFESSD resources (\$29,000) were used to respond to a Government request to carry out an update of the Zambia Wildlife Authority (ZAWA) strategic plan covering the years 2007-2011. The resulting report is being used in Government discussions on the steps needed to foster the growth of nature-based tourism in Zambia, which is both a CAS and FNDP objective. This activity is further analysed under TF055456 and TF056786.

TF55456 and TF56786 – Nature-based Tourism for Economic Growth and Poverty Reduction in Zambia. Ongoing ENV.

Objective These trust fund projects aim to undertake analytical work to estimate the potential contribution of nature-based tourism to economic growth and poverty-reduction in Zambia. The World Bank has cooperated closely with the Zambia National Tourism Board (ZNTB), Natural Resources Consultative Forum (NRCF) and the Central Statistics Office (CSO) in Zambia. In addition, a revised Strategic Plan for the Zambian Wildlife Authority (ZAWA) has been issued (cf. TF52779). The TFESSD grant is split in two: TF55456 (Bank implemented) and TF56786, which is recipient implemented. The recipient-implemented activity concentrated only on data collection and was executed by CSO. Other donors (e.g. UNDP and Danida) are also active in the Tourism sector but the World Bank is appointed Lead Agency.

The trust fund project has three main activities:

- 1** *Tourism impact study* (containing 2 activities): A study on tourism demand in Zambia and on economic impacts. Aims to assess the willingness to pay for tourism activity and investigate on the economic impacts of various efforts, e.g. on getting tourists to stay additional two days in Zambia.
- 2** *Poverty Impact in GMAs*: A study on impacts of tourism on local communities. The household survey was executed by CSO and was conducted in areas adjacent to some of the country's main national park systems, in the Game Management Areas (GMAs) and non-GMAs. GMAs are institutions created to share revenues from hunting with local communities, which helps to finance game protection activities by these communities. The study investigated the effect of tourism activities on welfare of poor and non-poor households, living in or near GMA areas, and the significance of community organisations.
- 3** *ZAMA Strategy Plan 2007-II*: In the initial proposal, it was suggested to prepare a Business Plan for cost-effective development of tourism products and conservation in national parks to achieve the environmentally sustainable shared growth agenda of the

¹⁴ For TF052779 the component in Zambia is completed.

FNDP. As the work was initiated, it made sense to modify it into updating the strategic plan for ZAWA. The final plan covers a range of topics: ZAWA legal framework and mandate; ZAWA institutional capacity; Classification of national parks; Performance under the current strategic plan; Impact of decentralisation of government operations; Current financing and options for future finance; and the role of wildlife management in development of the tourism sector.

The Bank executed activity progressed according to plans. The recipient executed activity, e.g. the GMAs household survey, was initially delayed, but the data collection has been completed and the report has been drafted.

TF55513 – Local Governance Platforms: Strengthening Local Government Community Interface in CDD. Ongoing SD.

This trust fund project aims to build local governance platforms in Zambia, Angola and the Philippines. A Local Governance Assessment tool has been developed and is being piloted in Zambia. The main objective was to strengthen the link between CDD work and local governments. CDD work has been ongoing in Zambia for 10 years but the mentioned linkage is a new approach aiming at institutionalisation and greater impact.

The Local governance platforms are built by strengthening learning, capacity and mechanisms to integrate the CDD approach with local governments, and social accountability. Subsidiary objectives are to (i) introduce a more effective methodology for analysing institutional options, capacities, and constraints to partnerships between communities and Local Governments (LG), and to (ii) adapt social accountability (SAc) tools to context where LGs are central to local governance platforms; use social accountability as the foundation for citizen monitoring and feedback of project impacts and service quality, and as a tool to help empower citizens to demand improved local services and transparent decision-making.

These activities are not yet completed but the report on the assessment of Local Governance Environment in Zambia has been published. It assesses the strengths and weaknesses in the intergovernmental system and the extent of LGs autonomy. The report points out the specific weak links; i.e. between central and provincial level, provincial and district etc. The Zambia Social Investment Fund (ZAMSIF I) has tried to strengthen links between its traditional approaches of direct support to communities with LG strengthening.

TF24691 – Poverty, Social Capital and Empowerment. Completed SD

This is a global trust fund project and the original objectives were to consolidate and disseminate analytical work conducted on poverty, social capital and empowerment initiatives and to facilitate learning among Bank staff and clients. It was later extended to include a focus on knowledge management and sharing for the Social window and the TFESSD website.

Work on social capital has been operationalised in several countries with the assistance of TFESSD funding. *Work on CDD and Decentralisation with pilot work on strengthening the interface between Local Governments and Communities, has been funded under a separate TFESSD account (TF 55513).* Reference is made to this TF 55513 which analyses CDD work in Zambia specifically.

TF557365 – Zambia Country Study. Ongoing SP.

The overarching objective of the trust fund project is to assist the government (i) to advance its pro-poor economic growth agenda of the NDP; (ii) to build capacity to support pro-poor growth and market development through analytical work, collaboration among key stakeholders and promotion of policy dialogue.

The trust fund project has four activities:

- 1 *Participatory Value Chain Management for Poverty Reduction – Commercial Agriculture ESW*: Analysis of empowerment, social inclusion, and shared growth in Zambia and its implications on PSD and poverty reduction and recommendations for Bank interventions. In addition, workshops and policy dialogue to share information and build consensus; hands-on training on the participatory value chain analysis (PVCA) for Government practitioners.
- 2 *Informal Sector Analysis and Policy Recommendations*: An informal sector assessment in rural and urban areas; workshops to develop shared understandings; and training session. This activity was initiated recently.
- 3 *Integrated Financial Flow and Poverty and Social Impact Analysis of the Copper Sector*: The activity has not started yet.
- 4 *Action Learning Policy Dialogue*: Activity (an action learning workshop) completed successfully.

The activities are managed by four different TTLs.

The trust fund project supports the implementation of the Fifth National Development Plan and CAS. It focuses on issues related to the political economy of shared growth in Zambia as it relates to the informal economy, perceived inequality of existing production systems and barriers to inclusion of poor in accessing economic opportunities and food security.

The trust fund project is categorised under the Social Protection window, which is one of the reasons for the evaluation team to look into it in more detail. In practise, the project turned out to be rather poverty-related.

The trust fund project was initiated through the country earmarking in the 2006 Call for Proposals. The proposal was prepared as a joint effort with Washington and the Zambia Country Office. In addition, the Norwegian Embassy in Lusaka was consulted during the preparation of the activity on Copper Sector (Sub-activity 3). Despite the coordinated planning process and efforts to ensure the relevance to the current situation in the country, some adjustments were made to the final proposal. The focus of the second activity had to be adjusted after finding out that the formal Investment Climate Assessment (ICA) was programmed for 2006/2007. In addition, the first activity was claimed to be duplicating the existing Bank-financed project (ESW).

TF51799 - Poverty and Social Impact Analysis of Rural Reform in Zambia. Completed POV.

Poverty and Social Impact Analysis (PSIA) is a systematic analytic approach to analyse the distributional impact of policy reforms on the well-being or welfare of different stakeholder groups, with particular focus on the poor and vulnerable. PSIA promotes evidence-based policy choices and fosters debate on policy reform options. It starts with the ex-ante analysis of expected poverty and social impacts of policy reforms, with a view to helping to design the reforms. PSIA then advocates monitoring results during implementation. Finally, where possible, PSIA suggests evaluating ex-post the poverty and social impacts of reforms¹⁵

PSIA was used in Zambia to identify the key reform needs in the rural agriculture sector. PSIA was applied to selected reforms and made suggestions about policy design. It was done to provide input to the Country Economic Memorandum (CEM) in an attempt to tighten the pro-poor focus of the CAS and the position of the public sector, and modify the privatisation aspect of the CAS 2000.

More than 50% of the Zambian people live in rural areas, of which 80% derive their income from agriculture. Of rural dwellers, more than 83 % live in poverty. Because of the concentration of the poor in the rural areas and the Governments emphasis on agriculture development as one of the key pillars of the PRSP, undertaking PSIA of the proposed key PRSP rural development policies would be beneficial in informing the policy dialogue on these issues. Consultations between the Bank and stakeholders, civil society, NGOs, and bilateral donors in Lusaka, confirmed that rural development policies were central to poverty

¹⁵ <http://www.worldbank.org/psia>

in Zambia and that their poverty and social impact assessment could inform the policy dialogue. The three issues selected for PSIA were:

- Land reform/ titling and
- Removal/ reduction of fertilizer subsidy
- Delivery of rural infrastructure

The PSIA looked for the constraints to poverty reduction and for ways to remove them.

The TFESSD funded the PSIA specific research, dissemination of findings and in-country capacity building for PSIA. According to key stakeholders in the World Bank, there was no alternative source for funding for these activities at the time.

Draft reports were circulated to government, donors, NGOs and academics working on related issues. Comments were reflected in the revised version of the report. Stakeholder dialogue is well documented in mission program and achievement reports.

The evaluation team was not able to meet with any local stakeholders during the country visit. The team experienced problems in locating the persons pointed out as key-stakeholders. However, results and influence is documented in reports and substantiated through interviews with stakeholders of other related activities.

TF52651 - Poverty and Vulnerability analysis. Completed POV.

The Poverty and Vulnerability Analysis (PVA) built upon the first Poverty Analysis prepared in 1994. The objectives of the PVA were to: (i) update information on poverty, vulnerability and living conditions in Zambia, with the aim of supporting an informed debate on future development priorities, and to build greater consensus among the various stakeholders; (ii) take stock of Zambia's current PRSP and support the preparation of the next PRSP (the Fifth NDP, which subsumes the PRSP); and (iii) inform the CAS and ongoing policy dialogue between the Bank, Government of Zambia, and other stakeholders (including multilateral and bilateral partners).

The World Bank prepares poverty assessments on regular basis; therefore, the PVA was not new and innovative as such. However, the approach was new and innovative as it underlined the need for a participatory and consultative process and combined quantitative and qualitative approaches. The PVA also included urban poverty in the assessment.

The timing of the PVA was not ideal as Zambia had already prepared the PRSP. However, in the beginning of the new millennium the CO and the country programme were in disarray and there was a need for a new focus.

The report was distributed to the teams responsible for preparing sectoral inputs for the FNDDP, and documented many of the discussions between donors and the Ministry for Community Development on future social protection programmes. PVA gained ownership among the intellectual community in Zambia, however, government ownership is not very clear.

3 Assessment of TFESSD Influence

3.1 Relevance of trust fund projects

According to the OECD/DAC evaluation criteria, relevance is defined as the extent to which trust fund projects are suited to the priorities and policies of the target group, recipient and the donor. Relevance of the TFESSD projects is, therefore, assessed in relation to the Bank priorities, Zambia's national priorities and TFESSD objectives.

The majority of current World Bank projects in Zambia, including the large infrastructure projects, focus on the first of the three key elements mentioned in the CAS, i.e. developing a diversified and export-oriented economy (cf. chapter 2.2). These projects have an effect on the lives of the poor but are not directly aimed at improving the lives and protection of the vulnerable.

The TFESSD supported projects complement these projects and, more importantly, add the focus of improving the lives of the vulnerable and on supporting good governance. In this way, TFESSD works with dimensions where the Bank traditionally has been weak in Zambia.

Overall, the Zambia TFESSD portfolio consists of analytical work that is feeding into country dialogue and CAS.

The TFESSD projects support the Zambia PRSP for 2002-2004 and the new FNDP, respectively. Several of the more recent activities have been executed in close cooperation with the Government and the donor community through sector advisory groups. Some participants in the sector advisory groups have underlined the relevance of certain TFESSD projects. For example, the *PSIA* and *PVA* provided important baselines for policy discussions.

Tourism is one of three main pillars in the Fifth National development Plan and the *Nature-Based Tourism studies (Tourism studies)* have generated evidence of the economic value of tourism to economic growth and poverty reduction. These findings are welcomed by the Ministry of Finance. The World Bank is the Lead Agency in the tourism sector in Zambia¹⁶ and is also involved in the sector in neighbouring countries. The latter has created opportunities for cross country dialogue.

Trust fund projects such as the *Local Governance Platforms (LGP)* were demand-driven by the country team and clients, and tried to introduce and strengthen local governance platforms as well as making CDD more sustainable. The issues of governance and improved decentralised service delivery are central to the CAS and FNDP; and the project or country team worked closely with the region and clients to enable the activities to be mainstreamed into CAS, FNDP and sector strategies. In Zambia, the Local Development Program (LDP) is a multi-donor Decentralisation SWAP, and the TF was supporting the strengthening of the Monitoring & Evaluation system both at the national level (in the Ministry of Local Government and Housing and Ministry of Finance), and at the local level (District Councils and Area Development Committees).

The *PSIA* included active donor and stakeholder dialogues prior and during the implementation. It examined rural development issues that were highly relevant to the dialogue on agricultural development at the time: agriculture was proposed as one of the key pillars of the PRSP. The Bank team carried out consultations with stakeholders, civil society, NGOs, and bilateral donors in Lusaka prior to the implementation of the trust fund project.

The recently initiated *Zambian Country Study* is relevant and topical in the current situation and it supports the implementation of the CAS and FNDP. The private sector is weak in

¹⁶ Joint Assistance Strategy Paper for Zambia (JASZ), 3rd draft February 2007.

Zambia and their competencies are not trusted. In general, the private sector is undermined and this has an affect on the current policy dialogue. In addition, the consultative processes are dominated by large firms in urban areas. The two completed activities have improved knowledge, raised awareness and facilitated dialogue on the topic and thus, contributed to the capacity of government agencies to make informed decisions.

It was the expectation and hope when the TFESSD was established that it would also promote the involvement of research institutions and consultants/experts in Norway (and later also in Finland) in the activities financed by the trust fund. The evaluation team found no evidence of such collaboration in Zambia.

Some of the TFESSD projects link up with government sector development programmes that are jointly funded by several donors including Norway and Finland. On the basis of this, it was found that some of the TFESSD projects have relevance both to the funding donors and others donors operating in Zambia.

The trust funds projects have targeted the poor, and recently they have also made an extra effort in building networks and sharing information. TFESSD has proved relevant in a wider context: the funding is often used as seed money leveraging additional funding, which would otherwise not have been available.

3.2 Effectiveness of the TFESSD

Effectiveness is defined as the extent to which objectives set are achieved.

Assessment of effectiveness of the trust fund projects is based on reports and stakeholder interviews carried out in Zambia.

3.2.1 Results of TFESSD activities

In general, objectives of the completed TFESSD projects were met. Some modifications were made; however, the evaluation team did not find any major changes to the objectives mentioned in the proposals. Delays have occurred due to overoptimistic scheduling and local political and geographical conditions. For example, implementation of field work is seasonal and therefore, small delays in preparations have created long waiting times in carrying out the field work¹⁷.

It is too early to assess tangible results of recently initiated trust fund projects such as the *Zambia Country Study* and *LGP*. However, based on draft reports and stakeholder interviews, the trust fund projects are on track and they have been positively received and discussed in the country.

Of the three completed trust fund projects, the evaluation team has sufficient information to assess the *PSIA* and *PVA*. Activities were completed successfully and their objectives were met.

In terms of capacity building, understanding of the *PSIA* approach among the stakeholders was improved. Participants in the *PSIA*-specific Participatory Poverty Research (PPR) used their skills to contribute to PPR type of work beyond the *PSIA*, i.e. on a PRSP Monitoring Report prepared by the Civil Society for Poverty Reduction (CSPR). The local consultant who was involved in the update on the rural household model also coordinated the rural work of the *PVA*. The Zambia Social Development Fund (ZAMSIF) estimated that the understanding and capacity of the *PSIA* work to be done in the country had improved. Summaries of the findings were also included in the Country Economic Memorandum, which was delivered to the Government.

TFESSD funding for the *PVA* study enabled a more participatory and consultative process and it gave an opportunity to revisit the purpose of the assessment and prepare new questions. Efforts were made to disseminate the results within the Bank, Government of Zambia, donors and other stakeholders. A comprehensive literature review was carried out before the assessment. The draft was sent to the government in June 2005.

¹⁷ E.g. data collection during implementation of parts of the Tourism studies.

The third completed activity, which is the component of the *Africa Strategic Environment and Poverty Program* concerning the Zambia Wildlife Authority (ZAWA) strategy plan, has recently been finalised and the evaluation team discussed the plan with stakeholders in Lusaka. The plan is a step in the right direction and it focuses on improved income generation and financial sustainability of the authority. However, according to stakeholders the plan does not present much news and repeat many organisational issues and reforms included in the previous strategy. This is due to political influence; lack of government trust in ZAWA's potential to contribute to economic growth and the challenged consultation process during the implementation (which was parallel to the *Tourism studies*). ZAWA did not achieve its development objectives from the last strategy plan and the authority needs to gain more support as well as improve its operation if the strategy 2008-12 shall have major influence on the development of the entity.

In some cases, a TFESSD project has been divided into several activities with separate TTLs. This division of tasks weakens the coordination among the involved TTLs and other implementing partners. It has also an effect on achieving the TFESSD objectives, because the activities are seen as small stand-alone initiatives with little sustainability, thus decreasing the grade of influence and possibility for mainstreaming environmental and social issues. Even though the objectives of an activity have been achieved, it is not always evident that this feeds into the overall objective of the trust fund project. An example of this is the *Zambia Country Study* which is divided between four TTLs. This has created some hick-ups in coordination and the activities are seen upon as separate initiatives rather than part of a larger project. The *Study* has recently been initiated and only two of the activities have been carried out, therefore, it should be underlined that the assessment is based on the current situation.

The overall objective of the TFESSD is “to act as a catalyst for the mainstreaming of environmental and social dimensions of sustainable development and for inclusion of these cross-cutting issues into the Bank's operations”. Some “social dimensions” are mainstreamed through the activities; particularly PVA and PSIA have had a catalytic role. However, mainstreaming of environmental issues has not been nearly as well addressed. The trust fund projects under the environment window are addressing important issues related to the development of the nature-based tourism sector in Zambia, but they will probably not have the more broader effect on Bank operations.

The level of innovation of the TFESSD projects in Zambia varies. As explained earlier, the *PVA* built upon a Poverty and Vulnerability Analysis of 1994 and was not innovative and new as such. The World Bank also prepares poverty assessments on regular basis. However, the approach was innovative as it underlined the need for a participatory and consultative process and combined quantitative and qualitative approaches. In addition, the *PVA* examined urban poverty and locally relevant mechanisms.

Cross-sectoral aspects have been maintained through integration of environment and poverty issues into sector planning (e.g. *Tourism studies*), integration of decentralisation and local governance strengthening (e.g. *LGP*). Community participation, private sector development, and poverty reduction are other cross-cutting issues that have been addressed by some of the trust fund projects (e.g. *PSIA* and *PVA*).

According to most of the interviewed Bank and non-Bank stakeholders, Bank-executed activities are more effective and of better quality than country-executed activities. The drawback is the lack of institutional memory and capacity building, and local ownership. However, in some cases, the activities of the trust fund projects in Zambia have been instrumental in building capacity among Government agencies, such as Central Statistics Office (CSO). CSO was involved in preparing the *PVA* and in a GMA survey (*Tourism studies*). However, the household survey in the GMA was delayed and the analyses were not of acceptable standard. The World Bank has spent time on ensuring the quality of the results, but there were shortcomings in the data collection. Client execution can prove to be positive in terms of local ownership and capacity building. However, Bank staff indicated that country execution often suffer from a lack of understanding of the value of data, lack of ability to take analyses to the next level and to see relationships between data. Nevertheless, the message from the stakeholders was clear: the Bank must find a balance between the bank- and client executed activities and ease on the micro-management. Delays in progress and inferior data

collection and analysis may be a price worth paying in return of local capacity building and ownership.

3.2.2 The TFESSD mechanism

The Bank staff's awareness of available funds through TFESSD is not satisfactory. This lack of awareness makes application for funds rather coincidental than strategic. TTLs had different reasons to apply for funding from TFESSD. In some cases, it was a matter of good timing; the notification for the Calls for Proposals (CfP) was circulated at the time a TTL was planning a new complimentary activity. In another case, the TTL was not aware of the source of funding since the proposal was written as a joint-effort and coordinated by headquarters.

In order for the Call for Proposals to reach all relevant "customers", the channels of dissemination should be clearer. It would be important to ensure that country offices (CO) are aware of the process as early as possible. For example, the CfP should be sent directly to the country manager, particularly if earmarked funds are available for the country (in addition to the already defined approval procedure by the country manager). It was proposed that a "central clearing house" arrangement could be established in order to circulate and prioritise CfP to relevant individual TTLs. This would ensure that the relevant funding sources are highlighted and do not disappear in an individual TTL's inbox. Such a "clearing house" would ensure that all the TTLs from all the sectors and networks are equally well informed about the funding possibilities.

Also, the awareness of the TF needs to be improved. The TF objectives are only known for those who are directly involved with the Fund; some of the TTLs who are directly involved in implementing TFESSD projects are not aware of the Fund's objectives. To improve the quality of applications and the amount of innovative and catalytic initiatives, better promotion of the TFESSD and its objectives is needed. This could be done, for example, by ensuring that the best practices will be used for marketing the Fund and its nature. Targeted communication should also be used to attract the most qualified staff within the Bank.

TF administrative procedures were in general deemed useful, flexible and reasonable. The approval was provided relatively fast. However, in some cases, releasing of funds turned out to be a challenge since the procedure is not streamlined to other Bank procedures. However, some stakeholders stressed that dealing with trust funds in general is cumbersome and they blamed the mechanism to be inflexible as they cannot cover Bank staff's time and expenses.

3.3 Influence from trust fund projects

TFESSD funding in Zambia is relevant and important. Many activities have influenced the subject matter that they focused on. Nevertheless, the level of influence varies. Most trust fund projects in Zambia are small and add-on activities, complementing other efforts and aimed at contributing to the wider policy dialogue. They usually take place at the same time as other similar activities and programs, which make it difficult to trace evidence, establish causality and thereby isolate their influence.

The Zambia portfolio conforms to some of the general priorities and principles of the TFESSD; many trust fund projects have acted as a catalyst for new thinking. Most projects can also be seen as innovative in the sense that they have introduced new perspectives, new findings, or new approaches. Cross-sectoral aspects are also induced by integrating environment and social issues into poverty reduction.

Some trust fund projects have had a strong influence on Bank's policies. For example, *PSIA* and *PVA* were instrumental in introducing a "softer" and more consultative side of the Bank. At the beginning of the new millennium, the World Bank was struggling with a bad image in Zambia due to its strong focus on privatisation and economic reforms. Four years ago, the country office recruited a communications expert to improve its image through the media. At the same time, both *PSIA* and *PVA* adopted a very participatory and consultative approach, which contributed to the efforts of improving the image of the Bank among the Zambians.

While the *PVA* was successful in Zambian context, it did not receive the expected attention within the Bank. Maybe expectations to influence the Bank were too high. Likewise, it has been suggested that the process was ahead of its time as the Bank was not yet ready for the

softer approach. Further, the *PVA* was not conducted as a traditional Bank-style assessment, which resulted in that the team had to push hard to succeed in delivering the report. Therefore, finalising the process was much delayed.

In addition, the *PSIA* on rural reform was an important tool to convince the Bank to compromise with its approach to privatisation in agriculture. It was a piece of analytical work that challenged the assumptions that were made about three sector reforms. As a result, land reforms were adjusted to a more sustainable pace and the predictability of reforms was improved.

The *PSIA* significantly influenced World Bank operations, because the results were fed into the CEM, CAS, Agricultural Sector Development Strategy, and Poverty Assessments. The findings were also used by IMF and DFID in their policy dialogue with the Zambian government. The study also impacted in-country dialogue as the Government and civil society used the results for their debates and planning.

The results from the *LGP* are intended to be fed into the planning of ZAMSIF II (Zambia Social Investment Fund) and to provide selected inputs into the Bank policy dialogue with respect to the overall decentralisation work. The issues of governance and improved decentralised service delivery are central to the CAS and FNDD and this trust fund project is intended to strengthen the key Bank operations that are advancing this agenda in Zambia. The Local Governance team in the World Bank is currently preparing further CDD programs for Africa, and the lessons learned from the *LGP* in Zambia is being fed into the planning process. This trust fund project was managed by SD (together with the Human Development Department), which was leading the work in Zambia, and received technical support from Urban Development department in designing the project. Cooperation through this trust fund project strengthened the cooperation between departments and softened the internal competition.

As mentioned above, activities using the *PSIA* and CDD tools, and Poverty and Vulnerability analysis support the CAS, CEM and FNDD/PRSP. In sector approaches like the tourism studies influence will not be exercised to the same extent since tourism will probably not be a priority in the next CAS.

Most trust fund projects have had some influence to the internal discussions and practises: the feedback, lessons learned and best practises have influenced the Bank's work in Zambia. However, the TFESSD influence on mainstreaming environmental dimensions into Bank's operation is not evident in the Zambia portfolio. There are three trust fund projects under the environment window, and all of these are related to studies on nature-based tourism and the ZAWA Strategy Plan. The evaluation team did not find any evidence that Environmental Assessment tools (CEA and SEA) have been used in Zambia.

The *PVA* contributed to the discussion on land reforms and it improved the poverty assessments to be a more participatory and consultative process. The donor community welcomed it as a baseline survey on poverty and vulnerability. The *PVA* also convinced the Government to take on a secretariat function in the Sector Advisory Group on Social Protection. The study also provided capacity building among the local partners, and it was a kick-start for bringing HIV/AIDS in the context of poverty.

Even if a trust fund project had been carried out effectively, it might still not succeed in influencing the policy dialogue in the country due to lack of ownership within the Government. This was said to be a known problem among various stakeholders in Zambia. The *Tourism studies* are good examples of this. The studies generated evidence on the value of tourism to economic growth and poverty reduction. In the last phase, the implementation reached a roadblock: Ministry of Finance welcomed the results while the Department of Tourism was not pleased with the consultative process and therefore refused to make use of the study¹⁸. The World Bank has worked through a local organisation (NRCF) and is not directly in charge of the consultative process. The *Tourism studies* and their implementation were supported by other stakeholders in the sector and several of them (including the

¹⁸ This was the status in September 2007 and the position of the Department. of Tourism may have changed since then.

Norwegian and Finnish Embassies) have underlined the importance of the outcome of the studies and their value to the policy dialogue in Zambia.

The studies were intended to build on CAS and the PRSP priorities at the time of initiation; they focused on poverty-environment linkages to inform the FNDP. The lack of tangible success-stories can limit the direct influence on policies and procedures of the Bank. The evaluation team was informed that tourism most likely will not be a priority sector in the CAS 2008.

The two completed activities of the *Zambia Country Study* have improved the collaboration and dialogue among key stakeholders. Activities have build trust among different players. For example, the activities have cooperated with Zambia Agricultural Consultative Forum (ACF), a local think tank combining 45 public and private member organisations. ACF feels that through this cooperation, it has become a more respected and more visible actor in the field.

The maize-market workshop, which was carried out as a role-play, was the most innovative of the activities in the *Zambia Country Study*. The workshop was very topical and contributed to the political dialogue. It succeeded in attracting relevant participation, including the Minister of Agriculture and representatives from different government departments. In the role-play all participants were active in a decision making processes similar to a real life situation. This was valuable and well received. It was one of many things that contributed to the Government's decision to allow exports. However, many stakeholders underlined that the most important part of the workshop was the informal dialogue the workshop made possible. It was a good "team-building" exercise, which improved dialogue and information flow. It has improved the information flow between different stakeholders and opened up to a new type of workshop involving role-plays and closer interaction between participants.

All in all, the activities of the *Zambia Country Study* contributed to the policy dialogue by helping to put continuous pressure on the Government. They are relevant efforts among many others and their influence should be seen as part of the bigger picture.

The TTLs involved in the TFESSD projects found the TF relevant and important. It allowed them to work on cutting-edge activities within the World Bank. Even though some of the trust fund projects did not reach the level of influence the TTL had hoped, it turned out to be a rewarding personal learning experience. Three of four TTLs that the evaluation team interviewed stated that they have gained visibility and professional respect in the Bank through TFESSD funded projects. It gave the TTLs an opportunity to engage in a dialogue with the local stakeholders about topics that are not necessarily a priority for the Bank, such as tourism and informal sector, or sensitive topics, such as exports and impact of Government activities.

The Bank has no defined mechanisms for information dissemination, which also includes information flow concerning TFESSD projects. Several TTLs felt that it was not easy to inform their colleagues about a successful and innovative activity. The Bank has a system of choosing best practises, and brown bag lunches are used for presenting new findings. However, more structured channels for exchanging best practises and lessons learned depend on each department and individual TTLs.

It is not only the internal communication that needs improvement. Informing external institutions and media about new studies and interesting results through the TFESSD projects need to be developed. TFESSD supported projects in Zambia are mainly studies, assessments and analysis. As mentioned earlier, they are relevant for the country and for the Bank. However, stakeholders pointed out several times that Zambia is an over-studied country and keeping track of all analysis and assessments is difficult. A common place for keeping and archiving such studies is essential. Currently, it is difficult for local and international organisation to track down reports of completed studies.

As long as the awareness of the fund, its objectives and results is limited, the TFESSD has minimal symbolic influence.

4 Conclusions and Lessons Learned

4.1 Conclusions

Despite the limitations noted in Section 1.3 it can be concluded that the TFESSD projects in Zambia have been relevant and that there are indications that they have and will achieve a reasonable degree of goal fulfilment. There are also examples of influence from the TFESSD projects, especially on World Bank operations in the country and on government programmes and practises. Whether this also leads to influence on general World Bank policies and procedures is more uncertain, and beyond the scope of this country case study.

4.2 Key lessons to be learned from Zambia case study

- TFESSD projects are generally well implemented and relevant to the country context. Objectives of individual activities are achieved and no major modifications were revealed.
- TFESSD has proved relevant in a wider context: the funding is often used as seed money leveraging additional funding, which would otherwise not have been available
- The awareness of available funds through TFESSD is not satisfactory. Currently, applying for the funds is rather coincidental than strategic.
- The awareness of the TFESSD needs to be improved. The objectives of the TF are only known for those who are directly involved with the Fund. To improve the quality of applications and the amount of innovative and catalytic initiatives, better promotion of the TFESSD and its objectives is needed. As long as the awareness of the fund, its objectives and results are limited, the TFESSD has minimal symbolic influence.
- TFESSD funding is relevant and important. Many trust fund projects and their individual activities have had influence; nevertheless, the level of influence varies. Most trust fund projects in Zambia are small, complementing other efforts and aimed at contributing to wider policy dialogue. They usually take place at the same time with other similar activities and programs, which makes it difficult to trace evidence on their isolated influence. However the following findings are emphasised:
 - Some of the trust fund projects have had a direct influence in the Bank's policies. For example, the *Poverty and Social Impact Analysis (PSIA)* helped the more moderate thinking of reforms to win support within the Bank.
 - *PSIA* and *Poverty and Vulnerability Analysis (PVA)* were instrumental in introducing a "softer" and more consultative side of the Bank in Zambia. The Zambia portfolio conforms to some of the general priorities and principles of the TFESSD; many trust fund projects have been acting as a catalyst for new thinking and can also be seen as innovative in introducing new perspectives, new findings or new approaches.
 - Trust fund projects using the *PSIA* and Community Driven Development (CDD) tools, and the *PVA*, support and feed into the *CASs*, the *CEM* and *FNDP/PRSP*. They are also mainstreamed into in-country Bank operation. In sector-projects like the *Tourism studies* the influence is less evident.
- Cross-sectoral aspects have been maintained through integration of environment and poverty issues into sector planning (e.g. *the Tourism studies*), integration of decentralisation and local governance strengthening (e.g. *the LGP*). Community participation, private sector development, and poverty reduction are other cross-cutting issues that have been addressed by some trust fund projects.
- Mainstreaming environmental and social dimensions of sustainable development, which is the overall purpose of the TF, is not fully achieved in Zambia. Particularly mainstreaming of environmental issues is not advanced through the current portfolio.

- The Task Team Leaders (TTLs) involved in the TFESSD projects found the TF relevant and important. It allowed them to work on cutting-edge activities within the Bank. They also underlined that for some activities it would be difficult to find alternative sources of funding.
- Zambia is an over-studied country and keeping track of all analysis and assessments is difficult. A common place for keeping and archiving such studies is important to ensure access to both national and international actors.
- Internal as well as external communications related to TFESSD need improvement and focus. Targeted dissemination of best practises would raise the awareness of TFESSD and its objectives.

Appendix 1: Programme of Meetings

Time	Monday 10	Tuesday, 11	Wednesday, 12	Thursday, 13	Friday, 14
8					
8:30			Marie Shepperd, TTL The World Bank (C study)	Wilma Viljanmaa and Elizabeth Ndhlovu, Finnish Embassy	Mr P. Mukuka, Central Statistics Office
9		Ms Justina Wake, MoTourism, (Tourism Study)			
9:30					
10	Dann E Griffiths, Economic Growth TL, USAID		Mr Ndopu MoFNP (C study) Tel: 252107	Mr Amos Muchange, UNDP (Tourism Study)	
10:30					
11		Ms Hiroki Yashiki, JICA and MoLG (LGP)			
11:30					
12			Mr Chris Hawk and Jacob Mwale, GTA (C study)		Olav Lundstøl and Odd Arnesen, Norwegian Embassy
12:30					
13	Jean-Michel Pavy, TTL World Bank (Tourism Study)	Mr Hyde Haantuba, ACF (C study)	Jean-Michel Pavy, TTL World Bank (Tourism Study)		
13:30					
14					Anthony Mwanaumo, Food Reserve Agency
14:30	Country Director Kapil Kapoor	Henry Mwima, Chairman Natural Resources Consultative Forum (Tourism Study)	Martin Liwali, MoAgr and Coops, (C Study)	Walubita Imakando, Ministry of Foreign Affairs	
15					
15:30					
16					
16:30		Dr Markus Nuding GTZ (PVA) 19			
17			Phone: Steen Jørgensen, The World Bank (PSIA)		Phone: Valerie Kozel, The World Bank (PVA)
17:30				Mr Gelson Tembo Consultant, UNZA (Tourism Study)	
18					25 Sept, phone: TTL, Rodrigo Serrano-Berthet, The World Bank (LGP)

Appendix 2: List of References

Stakeholders consulted:

The World Bank:

- Country Manager, Kapil Kapoor, The World Bank Zambia
- TTL, Jean-Michel Pavy, The World Bank Zambia.
- TTL, Marie Sheppard, The World Bank Zambia.
- TTL, Anke Reichhuber, The World Bank Washington.
- Window Manager Social Protection, Valerie Kozel, The World Bank Washington.
- TTL, Rodrigo Serrano-Berthet, The World Bank Washington.
- Director Social Development Department, Steen Jorgensen, The World Bank Washington.

Stakeholders Nature Based tourism for Economic Growth and Poverty Reduction in Zambia:

- Justina Wake, Director Tourism, Ministry of Tourism, Environment and Natural Resources
- Dr. Henry Mwima, Chairman Natural Resources Consultative Forum (NARCF)
- Dr. Victor Siamudaala, Director Planning Zambia Wildlife Authority (ZAWA)
- Amos Muchenga, Programme Analyst Environment UNDP (replaced Winnie Musunda)
- Peter Mukuka, Deputy Director – Economics Statistics Central Statistics Office (CSO)
- Gelson Tembo, Consultant UNZA

Stakeholders Local Government Platforms.Strengthening Local Government Community Interface in CDD:

- Hiroko Yashiki, Capacity Development Programme for Provision of Decentralised Services, JICA

Stakeholders The Zambian Country Study:

- Martin Liywalii, National Coordinator Ministry of Agriculture and Co-operatives (replaced Minister Ben Kapita and Permanent Secretary Samuel Mundia)
- Hyde Haantuba, coordinator Agriculture Consultative Forum
- Anthony Mwanaumo, Food Reserve Agency
- Dann E Griffiths, Economic Growth TL, USAID (replaced Jan Nijhoff)
- Chris Hawk, Grain Traders Association
- Jacob Mwale, Grain Traders Association

Stakeholders PSIA of Rural Reforms:

- Paul B. Siegel, World Bank consultant

Stakeholders Poverty and Vulnerability Analysis:

- Fallavier, Pierre, former World Bank employee, involved in the activity
- Florence Situella, Acting Director Department of Finance (replaced James Mulungushi)
- Dr. Markus Nuding, Senior Advisor GTZ

Embassies:

- Wilma Viljanmaa, Counsellor Finish Embassy
- Elizabeth Ndhlovu, Finnish Embassy
- Odd Arnesen, First Secretary Norwegian Embassy
- Olav Lundstøl, Country Economist Norwegian Embassy

Other:

- Walubita Imakando, Assistant Director Development Cooperation MFA
- Jumbe Jeremiah Ngoma, Communications Officer, World Bank Zambia
- Jan Erik Stubsrød, Norad (Previously worked at the Norwegian Embassy in Lusaka)

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February 2008
ISBN 978-82-7548-290-5

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