

MAG
Rapp. Övr.
9.702

ASDA

Sekretariatet för Analys av
Utvecklingssamarbete

RAPP
Övr 9.702
Working paper No. 3

Swedish Development Assistance to Zambia

Emma Öståker
Stockholm, January 1994

SASDA

The Secretariat for Analysis of Swedish Development Assistance

The Swedish government has appointed a committee with the task of analysing the results and effectiveness of Swedish development aid. A special Secretariat, SASDA, was set up on 1 March 1993 to carry out the work.

The Secretariat will work until the end of 1994 and will have as its main task to propose to Government suitable mechanisms for evaluations and policy analyses of Swedish aid. In its work SASDA will give priority to carrying out a set of selected studies world-wide, at country, sector and subject level and to studies of individual organisations to provide a basis for decisions on development co-operation in the future and to gain experience on how policy evaluations should be carried out. A major study concerns Sweden's co-operation with Central and Eastern Europe.

SASDA's point of departure is the aim of a better understanding of the mechanisms of development in order to enhance the results and increase the effectiveness of aid in achieving the five goals set by the Swedish parliament: increased resources, economic and social equality, economic and political independence, the democratic development of society, and the long-term management of natural resources and care of the environment.

The studies and analyses will be managed partly by the Secretariat's own staff and will include studies commissioned from different specialists in the committee's areas of priority.

The staff are :

Ambassador Claes Sandgren	Head of the Secretariat
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1. Evaluations of Swedish Development Assistance to Zambia
2. Swedish Development Assistance to Zambia - Goals, Means and Reporting of Results
3. Development Assistance to Zambia: - A Review of Evaluations from Other Donors

EVALUATIONS OF SWEDISH DEVELOPMENT ASSISTANCE TO ZAMBIA.

AGRICULTURE:

- *Report on the Cooperative Credit Scheme of Zambia. (1980).
- *The Agricultural Sector Support Programme, Zambia. (1983)
- *A Special Study of Zambia Co-operative Federation (ZCF) and Swedish Co-operative Centre (SCC). A report under the 1983 Evaluation Mission of ASSP in Zambia. (1983).
- *Appraisal and Evaluation of the Swedish Support to the Zambian Seed Programme. A Cost-Benefit Analysis. (1986).
- *Evaluation of the Cooperative Development Programme (1990).
- *Evaluation of National Soil Conservation and Agroforestry Extension Programme in Zambia (1990)
- *Evaluation of Swedish Support to the Survey and Lands Programme in Zambia (1992).
- *Evaluation of the SIDA funded Adaptive Research Planning Teams (1993).
- *ASSP, Research and Seed Programme in Zambia. Evaluation 1993. (1993)

EDUCATION:

- *Technical and Vocational Teachers College, Luanshya, Zambia. Building programme and Educational programme. (1977)
- *Technical and Vocational Teachers College, Luanshya, Zambia. (1983).
- *Institutional Co-operation between The University of Zambia and The University of Luleå 1976-1982. (1982)
- *Staff Development in Technical Education, Evaluation of a SIDA/DTEVT Training Program in Zambia.(1984)
- *School Desks for Zambia. Evaluation of a SIDA-supported programme. (1986)
- *Evaluation of two SIDA-supported training programmes at the University of Zambia. (1987)
- *Supporting Zambian Education in Times of Economic Adversity. An Evaluation of Swedish-Zambian Cooperation in Education 1984-1989. (1989)
- *Evaluation of the Educational Sector Support Programme in Zambia. (Desk Study on Gender Aspects. 1989)
- *Evaluation of SIDA support to the University of Zambia. (1993)
- *An Evaluation of the Self-Help Action Plan for Education (SHAPE) (1993).

HEALTH:

- *Health Sector Support to Zambia. An Evaluation.(1983).
- *Hälsovård i Zambia. Bistånd utvärderat, Nr. 1/83.
- *Evaluation of SIDA Health Sector Support to Zambia 1979-1988 (1988).
- *No Short Cuts to Health, 1989/3.
- *Bättre förebygga än bota. Sveriges hälsobistånd till Zambia. Bistånd utvärderat, 2/90.

IMPORT SUPPORT:

- *Zambia-Sweden Railway Wagon Project 1976-1984. Evaluation of Phases I-III. (1984).
- *Järnvägar i Zambia. Bistånd utvärderat. Nr: 1/85.
- *The Swedish Railway Wagon Project. A Socio-Economic Evaluation. (1984).
- *Change and Opportunity - Challenges for the Bank of Zambia. A mid-term review of SIDA assisted projects in BoZ. (1992).
- *Continued Support to Bank of Zambia. Report from a Project Identification Mission (1993).

INTRODUCTION:

Sweden has channeled development assistance to Zambia since the independence in 1964. Over the years, the support has expanded to several different programmes and projects. Swedish contributions have mainly been concentrated to agriculture, education, health, import support and to a personnel and consultancy fund.

Swedish involvement in Zambia has been documented in several different ways; there are country studies and general reports, sector surveys, annual reviews of development cooperation, and appraisals and evaluations of Swedish support to specific programmes and projects.

In the following section, experiences of support to Zambia are summarized. The summaries are based on a survey of documents of Swedish support to Zambia. The documents come from SIDA's library of references. The survey is concentrated on those documents that are categorized as "evaluations". All evaluations available from the SIDA library of references have been summarized in the following section. The survey do not claim to constitute an all-embracing inventory of evaluations of Swedish support to Zambia, there might be some evaluations missing due to the fact that they are not included in the library of references. Nevertheless, the survey constitute a very broad sample of evaluations, mainly performed in the 1980's.

The evaluations are summarized sector by sector, i.e. agriculture, education, health and import support. For each sector there is a short general description of Swedish support to that sector, followed by summaries of evaluations year by year. The survey is focused on findings and recommendations in the evaluation reports. Due to the fact that evaluations are referred to in a substantially summarized way certain discussions of general interest are only mentioned in a couple of words.

SUMMARIES OF EVALUATIONS

AGRICULTURE

Background:

Swedish aid to the rural sector in Zambia started soon after independence in 1964. In the beginning it mainly consisted of personnel, volunteers, and experts to the farming cooperatives. In the early 1970's, the support expanded to a number of different projects. In 1978, Zambia and Sweden agreed that assistance to the agricultural sector should be given as an Agricultural Sector Support Programme (ASSP), and be further expanded to include several sub-programmes. The main objective of the Swedish support was to improve the living standards of small farmers by enabling them to increase their productivity.

Evaluations:

- *Report on the Cooperative Credit Scheme of Zambia. (1980).

The Cooperative Credit Scheme (CCS) was initiated within the Cooperative Movement in Zambia in 1975. CCS was developed with technical and financial support from SIDA. When Swedish support to the agricultural sector was organized as a sector support programme (ASSP), the Cooperative Credit Scheme was included as a sub-programme.

The most fundamental objective of the CCS was to increase incomes and improve the standard of living of smallholders, primarily living on subsistence farming, through an increase of their production. This was to be achieved through seasonal production credits in combination with farm advice. The credits was to be used to acquire modern farm inputs and implements. Apart from this the CCS aimed at creating an incentive for the farmers to save a part of the increased income in order to become self-reliant.

The purpose of the study was to evaluate the position of the Cooperative Credit Scheme in order to find out its achievements, weaknesses and possible failures, and to recommend appropriate actions for its development.

Findings and recommendations in the evaluation are based on assessments of quantitative developments, the number of applicants, loan disbursements, and recoveries, as well as analyses of CCS policies and procedures.

Findings:

- The programme had an unsuccessful start and there have been a quite negative development of CCS during its first five years of operation.
- During its first years of operation CCS has administered only a comparatively limited amount of seasonal credits. Its impact on the increase of agricultural production is difficult to prove and to quantify. However, it is

probable that a number of CCS loans have resulted in productive utilization of the funds made available.

- The developments have been uneven in the country.
- The average amount of CCS credits has become an increasingly marginal means of increasing the production of the individual smallholder.
- CCS occupies a rather insignificant position in the field of agricultural credit operations in Zambia.
- The total volume of finance made available for CCS has not been utilized in the form of credits.
- There are indications that CCS has had some negative effects on cooperative marketing, since loaners frequently have attempted to evade deductions for loans received.

Recommendations:

There is a long list of detailed recommendations in the report, in short a number of recommendations might be mentioned;

- A pricing system for agricultural produce that attains the objectives of equity and self-sufficiency in food stuffs should be developed, and a system of financial agricultural marketing should be replaced by a system of price differentials for the marketing organizations.
- The financial flow within the Cooperative Movement should be fully utilized to minimize the adverse effects of national-level-short-comings.
- Intensive credit training should be a part of the consolidation programme at provincial and national level.
- The problems of CCS are mainly due to fundamental factors. There is a need to make some additional provisions and to change a few procedures such as changes in the interest rate structure on finance from the revolving fund.
- Effective CCS operations are particularly dependent on a strong structure of cooperatives. The absence of this in Zambia is a fundamental weakness of the Cooperative Movement.
- The statistical reporting system within CCS should be revised and supplementary consultancy support should be made available.

*The Agricultural Sector Support Programme, Zambia. (1983)

Swedish assistance to the rural sector was organized as an Agricultural Sector Support Programme in 1978. The principle of the sector support was that support should be given to programmes and projects planned and run by Zambia. The content of the support was discussed and agreed upon between Zambia and Sweden in annual consultations.

Within the agricultural sector there were also three additional agreements on institutional cooperation, i.e. the Cooperative Programme, the Seeds Programme, and the Survey Programme.

The main objective of the ASSP was to improve the living standards of small farmers by enabling them to increase their productivity, and to increase the farmers participation in development, lessening the gap between the more privileged and the less privileged in society.

In 1983, Swedish support was channelled to several different programmes within the ASSP;

- Integrated Rural Development Programme (IRDP) and the Planning Division.
- The Agricultural Training and Extension Programme.
- The Cooperative Development Programme.
- The Agricultural Research and Seed Programme.
- Rural Structures and Equipment Programme.
- Survey and Lands Programme.
- Prices and Incomes Commission.

The main purpose of the evaluation was to collect more information about the achievements and the impact of ASSP, particularly as regards the main target group i.e. the small scale farmers. Based on that information an assessment of the future direction of ASSP should be made.

Findings:

-Due to lack of income distribution data the target group for SIDA's aid to rural development could not be precisely identified. The aim of trying to state achievements in quantitative terms in the position papers of the evaluation was usually not possible to fulfill, and consequently an assessments of the impact of the ASSP was extremely difficult to determine quantitatively. Notwithstanding the difficulties of more precise assessment, the Mission believes that the improvements that have been observed in infrastructure, training, extension, cooperation and in the supply of inputs and credits, which have received substantial support from the ASSP, cannot but have had a beneficial impact on the target group. But there are no quantitative indicators to support a more precise assessment. Furthermore, the impact in many sub-programmes is indirect, and depends on aspects that cannot easily be monitored.

-In some aspects, e.g. the production of trained manpower, it is possible to relate output of trainees directly to the ASSP. However, the effects upon the final objectives of the ASSP, i.e. to improve incomes of the target group, are less easily established. The problem of identifying benefits is generally difficult with infrastructural programmes and the ASSP is no exception.

-The effects of increased production on net farm incomes, and their distribution - are difficult to determine in the absence of a time series.

-A high proportion of SIDA's aid under the ASSP has gone into institutional development. On the whole the Mission considers this to be justifiable.

-The ASSP is well integrated in the Zambian structure, both the sector programme as such and the different sub-programmes.

-The ASSP programmes have not been demonstrably successful in enhancing the position of women in all aspects of rural development.

Recommendations:

- There is a need to develop improved but simple monitoring, evaluation and reporting procedures for financial control and activity, and impact monitoring. Without impact monitoring the task of impact evaluation will continue to be largely subjective.
- The government should review its priorities to ensure that institutions serving agriculture receive a larger share of available recurrent funds and that there should be a more determined effort to increase efficiency in all public sector institutions.
- In view of the shortage of trained and experienced personnel for accounting/financial control and auditing, efforts need to be made to train more Zambian staff in these fields.
- Swedish support should be increasingly integrated at district level and below in order to make fully use of Swedish funds and personnel. New ways of reaching the target groups more directly should be sought to ensure that the funds allocated really reach them.
- Efforts must be made to improve the present procurement situation, and thereby increasing the efficiency of the Swedish support programmes.

*A Special Study of Zambia Co-operative Federation (ZCF) and Swedish Co-operative Centre (SCC). A report under the 1983 Evaluation Mission of ASSP in Zambia. (1983).

Swedish support to the Co-operative Movement covers several sub-programmes; the agreement between ZCF and SCC on financial support and technical assistance personnel for the Co-operative Movement in Zambia was signed in 1982 by the two parties involved. The ZCF-SCC Agreement covers the Swedish support to the Zambian co-operative sector which started in the late 1960's, and did not establish a new programme as such. In the introductory remarks of the signed document it was stated that the agreement was made within the framework of the Agricultural Sector Support Programme (ASSP). Aid funds are channelled via SCC and ZCF to the Co-operative Movement of Zambia, the department of Marketing and Co-operatives, and the Co-operative College.

The establishment of this institutional type of agreement was to accomplish advantages and improvements in term of technical procedures for the provision of the support, as well as genuine movement-to-movement links.

The purpose of the study was to make recommendations on concrete steps to be taken for improving the situation where it was deemed necessary.

Findings and recommendations in the study are based on assessments of the ZCF-SCC Agreement, the handling of funds, recruitment and administration of staff, as well as the organizational structures, operations, and financial position of ZCF. The SCC operations related to the agreement are also studied.

The Mission point out that it is difficult to assess the impact of the Agreement due to the facts that the agreement has been in operation for only about one year and a half, and that the Agreement was not intended to mean any change of the Co-operative Development Programme as such.

Findings:

- The procedures laid down in the Agreement for handling of funds, and recruitment and administration of personnel, seem to ensure smooth operations.
- The major impact of the Agreement so far seems to be the substantial increase in prestige to ZCF. An increase in prestige originating from the fact that ZCF was given the responsibility to monitor the aid programme, and to plan and budget aid inputs for the whole Co-operative Movement in Zambia.

Recommendations:

- The nature of the recommendations are precise rather than general. There is a long list of recommendations in the report. As a summary, all detailed recommendations in the report can be embodied within two overall statements;
- The Agreement should preferably be carried on as the procedures laid down seem to accomplish the purposes stipulated.
 - The two signatories, i.e. ZCF and SCC, seem fully capable to monitor the programme covered by the Agreement.

*Appraisal and Evaluation of the Swedish Support to the Zambian Seed Programme. A Cost-Benefit Analysis. (1986).

Since 1981 Sweden supports the Zambian Agriculture Research and Seed Programme, (ASSP). The target group for the support is small scale farmers, and the purpose is to increase agriculture production, with emphasis on crops with low levels of foreign inputs. The Swedish support consists of technical assistance and funds channelled via a Swedish seed company, Svalöf AB, having a Management Agreement with Zambia's government to develop the seed sector in Zambia. When the programme was introduced, it was the first time that Swedish development aid to Zambia has been channelled via private companies in Sweden as well as in Zambia.

The support includes the following basic components;

- Seed research - to develop the breeding and production of seed.
- Zambia Seed company Ltd. - to multiply and distribute agriculture and horticulture seed.
- Seed Control and Certification Institute - to ensure high quality standards of seed.
- Training - to improve performance of personnel working in the seed sector.

The purpose of the evaluation was to assess the likely economic costs and benefits of the programme, and to provide an input into determining the

sustainability of Swedish assistance to similar projects in other countries. The cost-benefit study was the first comprehensive and systematic economic analysis undertaken of the programme since it started in 1981. The study covers the period 1981-2000 and is therefore to a large part an appraisal estimating future benefits and costs of the programme. The results presented are based on actual figures for the period 1981-1986, and projections for 1987-2000.

Findings:

- The programme has achieved a number of significant accomplishments; e.g. there is a high rate of return on the investment in maize research.
- The increased potato production in Zambia is a drain on foreign exchange and the costs exceed the benefits.
- For other crops supported by the programme the main drawback is the low adoption rate by the farmers of the improved seed.
- The benefits of the programme have mostly been shared between the target group, i.e. the small scale farmers, and the "poor" urban consumers.
- The misgivings that the private companies involved, Svalöf AB and Zambia Seed Co.Ltd., would utilize the situation for unfair profit-making, were not justified.
- The purpose of the programme is increased agricultural production. However, the existence of the output (improved seed) does not guarantee that the purpose (increased agricultural production) will be achieved. This linkage between output and purpose has not been explicitly discussed in the plans for the programme, it has been assumed that the purpose will be achieved if the outputs exist.

Conclusions and recommendations:

- The result of the programme represents a significant accomplishment and shows not only that it is an efficient way to channel aid money, but also that the target group can be reached without having to do a trade-off between the goals of equity and efficiency.
- Even if the programme, taken as a whole, has been found to be very successful, the findings in the study are in many cases contrary to the conventional wisdom about certain crops' efficiency, target group, need for foreign inputs et.c.
- It must be accepted that Svalöf AB is a commercial enterprise and their presence in Zambia is dictated by the profit motive. Utilization of the profit motive in the design of the Management Agreement would have compelled the commercial companies to take actions which in some instances could have been more in line with the goals of ASSP.
- One lesson which can be drawn from several evaluations of agriculture research programmes is that long-term continuity of the foreign experts is necessary for success. One important reason for the success of the Zambian maize breeding programme is the long-term continuity of experts. Substantial benefits can be gained if the average employment periods of the expatriate staff are prolonged.

*Evaluation of the Cooperative Development Programme (1990).

Swedish support was initially administered as a separate cooperative project, but when the Agricultural Sector Support Programme (ASSP) was established in 1979, support to the cooperative movement through the Cooperative Development Programme (CDP) became part of ASSP and one of the main elements of the Swedish Assistance to the agricultural sector. In 1982, direct collaboration between the Zambian and Swedish cooperative movements was initiated under an agreement between the Zambian Cooperative Federation (ZCF) and the Swedish Cooperative Centre (SCC), and the responsibility of the Swedish support was subsequently transferred to SCC. Although remaining under the umbrella of ASSP, the CDP was perceived as a movement-to-movement programme aimed at fostering closer links between the cooperatives in the two countries.

The overall objective of the support was promoting the interests and economic development of the smallholder farming population through a member-controlled and efficient cooperative structure. The CDP should assist small holders to increase their incomes, and to ensure food security and raise nutritional standards through an expanded and diversified agricultural production.

The purpose of the evaluation was to assess to what extent the CDP had achieved its objectives, whether CDP had enhanced primary society development and integration of women in cooperatives, and to give recommendations on a possible continuation of the CDP.

Findings:

- Implementation of CDP has largely followed the outlined path, and the performance has been satisfactory in that the implementation targets generally have been achieved. There is, however, a lack of coherent data on the impact of CDP in relation to its objectives. The Team finds it remarkable that, after a long period of support, no systematically collected data are available on its impact.
- CDP has contributed to the creation of a functioning support structure at the national level, but has been less successful in addressing the fundamental weaknesses of the movement at the primary level.

Recommendations:

The Team recommends that the present support should be phased out (with the exception of those expatriate posts which need to be transferred to the new programme) and replaced by a programme mainly focusing on the field training and primary society development activities of the Cooperative Development Institute which is expected to become operational in 1990. It is also recommended that the future CDP should be designed as a separate cooperative sector support programme in order to accentuate its movement-to-movement character.

*Evaluation of National Soil Conservation and Agroforestry Extension Programme in Zambia (1990)

The Soil Conservation and Agroforestry Extension Programme (SCAFE) started on a pilot basis in 1985. From 1985 to 1987 the SCAFE programme was financed through the Regional Soil Conservation Unit (in Nairobi), between 1988 and 1990 funding was received through the SIDA-financed ASSP country frame.

The overall aim of the programme is to improve the standards of living of the rural population. This will be done by promotion of sustainable farming systems with high crop yields and livestock carrying capacities. The overall strategy is to reduce soil erosion and land degradation. The specific objectives of the programme support are to develop soil conservation and agroforestry packages and introduce them throughout the existing extension system, train extension workers, create general awareness of soil conservation among the rural population, establish conservation pilot areas, develop a programme for tree seedling production, develop capability and multi disciplinary cooperation between relevant departments and sections, and to develop national policies and strategies.

The purpose of the evaluation was to take stock of achievements, experiences and problems with view of improving the strategy, mode of operation etc. for the next period.

Findings:

- Given the nature of the programme, the objective and strategies adopted were in order to demonstrate possible solutions that can be adopted by the farmers both in and outside the pilot areas.
- There is very little reserach of relevance to SCAFE being undertaken .
- Supervision of programme implementation at field level is done on regular basis by camp staff in connection with implementation of recommended interventions.
- Available funds and resources have been well managed and accounted for.
- The success of SCAFE, being an extension programme, is dependent upon a successful manpower development and training programme. The expatriate staff have played a positive role in planning, implementation and training.
- Agroforestry and related interventions have not strongly enough been designed to solve problems perceived to be significant by farmers.
- Awareness creation activities involving farmers have been carried out during the initial phase of SCAFE, and there is a strong interest by farmers to participate in the SCAFE programme.
- Certain institutional developments have been carried out to reinstitutionalize soil conservation activities.

Recommendations:

- A long-term National Soil Conservation and Agroforestry Plan should be formulated.

- The programme should expand gradually.
- SCAFE should identify research priorities, facilitate research and adapt appropriate techniques.
- The SCAFE activities should be fit into the provincial planning system.
- Supervision should be strengthened.
- The professional competence at different levels should be increased as well as the training capacity. Training and awareness programmes should be intensified.

*Evaluation of Swedish Support to the Survey and Lands Programme in Zambia (1992).

The Survey and Lands Programme was an early component within the Agricultural Sector Support Programme (ASSP). The Zambia Survey Department (ZSD) and the Zambia Lands Department (ZLD) have been recipients of Swedish aid through SIDA since 1979 and 1984 respectively.

The SIDA project for ZSD and ZLD has been one of institutional strengthening. The scope of agreements for institutional cooperation clearly states that the Swedish support shall form a complement to Zambia's own efforts to improve production of maps and surveys by the Survey Department, and land administration in the Lands Department in the interests of national development.

The objectives of the evaluation were to assess the extent to which Swedish support has formed a complement to Zambia's own efforts in improving production of maps and surveys by ZED, and land administration by ZLD. The efficiency and cost effectiveness of the services provided by Swedsurvey in connection to the SIDA support should be assessed as well as the consequences of withdrawal of support. Furthermore, the Team should recommend ways in which the services provided by ZED and ZLD can be sustained and effectively improved upon in the event of the withdrawal of SIDE support. Findings and recommendations in the evaluation are mainly based on documentation and interviews.

Findings:

- The Team determined that the SIDA support had impacted to varying degrees on the surveying, mapping and land administration activities; the government surveying function had continued largely because of the support and there was a marginal improvement in output, and with mapping there had been considerable success achieved as a result of Swedish assistance.
- From the Swedsurvey perspective there have been large and small measures of efficiency and cost-effectiveness in conjunction with SIDA support. In the Lands Department and the cost-effectiveness was diminishing, and in the Survey Department the Swedsurvey services were not cost-effective.
- Withdrawal of SIDA support would have a dramatic impact on the functions of the Survey and Lands Departments.

Recommendations (Phase-out period):

The Team made a series of recommendations of actions to be taken by the departments to minimise their dependencies on aid, and initiatives for SIDA if it should wish to continue support to the Lands and Survey Departments.

- The Team is convinced that mapping must continue in Zambia, and is concerned of the inherent fragility of the mapping process with its dependency on consumables, equipment and spare parts requiring foreign exchange. The Team recommends that a corporation should be created to operate non-core mapping on commercial lines, and that Swedsurvey should be offered first preference to participate in the venture.
- Another joint venture between the Survey department and Swedsurvey should be pursued to conduct cadastral surveys on commercial project basis.
- The Ministry of Lands should negotiate for a surplus lands revenue sharing arrangement with the Ministry of Finance, with the Lands Department share to be used to the local currency cover for the purchase of foreign exchange to pay for consumables, spare parts and maintenance, on-going system development and up-grading.

*Evaluation of the SIDA funded Adaptive Research Planning Teams (1993).

Zambia was one of the first countries to institutionalize Farming Systems Research and it was done by establishing provincial ARPTs which were to carry out in-farm oriented research, particularly aiming at assisting small-scale or resource-poor farmers. SIDA has been involved in funding Adaptive Research Planning Teams (ARPTs) in Zambia since 1982.

The stated objectives of the Swedish supported ARPT are to collect information on the different farming systems in Zambia, select components from previous technical research likely to be appropriate to the immediate needs and circumstances of the specific groups of farmers identified, to feed important unsolved technical problems to appropriate Commodity and Specialist Research Team (CSRT), link research closely to farmers and extension staff, and to pass information on to planners and agricultural service institution.

The purpose of the evaluation was to evaluate the Swedish supported ARPT activities with emphasis on the period 1988/98 -1992 and to provide inputs for planning of possible future cooperation in the sub-sector. Furthermore, the Evaluation Team should assess the overall progress and benefits of the Swedish supported ARPT in relation to objectives and costs.

Findings:

- The institutional separation of on-farm research has inhibited an efficient technology generation process and caused undesirable conflicts between CSRTs and ARPTs.
- The SIDA-funded ARPTs are poorer funded than the SIDA-funded CSRTs.

-The assessment of the impact of ARPT's work is very difficult to measure due to facts such as the difficulty of separating the impact of ARPT from that of CSRTs, the long time for research results to appear and reach out to farmers, and the notorious problem of poor and unreliable statistical data in Zambia.

-The impact has been limited during the last five years, however, there is no doubt that the ARPT funding has contributed to human resource development through the regular system of workshops, meetings and training.

-SIDA funded ARPTs were very seriously understaffed resulting in the teams being unable to carry out important tasks.

-A lot of the value of the funds is lost on the way through the banks and the government bureaucracy due to the high rate of inflation. The teams had not received funds in a long while causing implementations problems within the projects.

Recommendations:

-The institutional separation of on-station and on-farm research should be replaced by a system with functional separation of technology generation and technology dissemination.

-At provincial level the ARPTs are suggested to be changed to Research-extension Teams. At national level there is a need for stronger social science input into agricultural research, in particular food demand and supply as well as agribusiness research.

-SIDA should look for a more direct way of channelling money to the projects.

*ASSP, Research and Seed Programme in Zambia. Evaluation 1993. (1993)

Agricultural Research and Seed have been a major part of Swedish support to the agricultural sector since 1976. The programme provides support for the following activities and institutions; Plans Breeding, Seed Control and Certification Institute (SCCI), Zamseed, and Seed Training. In 1980 an agreement was signed between the Ministry of Agriculture and Water Development and Svalöf AB, whereby the latter was engaged as a consultant in the planning, implementation and monitoring of the ASSP-funded Agricultural Research and Seed Programme. The overall objective of the support was to make Zambia self-sufficient in seed.

The purpose of the study was to evaluate the SIDA funded Research and Seed Programme activities for the period 1989/90 to 1992/93, to discuss the overall progress and benefits achieved in relation to objectives and costs, and to provide inputs for planning of possible future cooperation in the crop research sector.

Findings and recommendations of the evaluation are mainly based on visits, interviews, and review of research reports and other publications.

Findings:

- Some very good breeding work has been carried out under the programmes on the crops, maize, finger millet, cassava and sweet potato. The realized benefits have so far been limited, except in the case of maize.
- There is general lack of economic analyses in relation to all the commodities, except the seed production which is linked to Zamseed.
- Zamseed is developing as an independent seed company and is not so dependent on support from SIDA anymore.
- The seed quality and testing system (SCCI) is of a good standard for the major crops. The system is very costly, however, and relies heavily on Swedish financial support.
- The seed training programmes have been functioning well.
- Svalöf-Weibull AB has played a very important instrumental role in organizing and backstopping both the seed research and the seed industry.

Recommendations:

- Special attention should be given to the dissemination of some of the crops which cannot be handled by the seed industry.
- Cost-benefit analysis could be a useful tool to guide the setting of research priorities and dissemination priorities, and the development of markets.
- It is important for the political stability to produce food which the urban poor can afford to buy. The shift from maize towards other crops such as cassava, sweet potato, millets and sorghum, is also a shift in direction of crops which are under the control by women. Improvement of these crops is more likely to benefit the poor.
- Support to SCCI should be phased out. The Government should channel sufficient funds to SCCI to make it self-sustaining. Attempt should be made to reduce recurrent expenditures at the SCCI by replacing the expensive seals and labels from Sweden with a cheaper system.
- The seed training programme should continue, and more resources should be devoted to building in-country training capacity.
- Svalöf-Weibull's contract should be renewed.

EDUCATION**Background:**

Swedish aid to the educational sector in Zambia started soon after the independence in 1964. Swedish support has been given to form a complement to Zambia's own efforts in the field of education. In 1980, Swedish assistance was organized as an Education Sector Support Programme (ESSP). The main objectives of the support were; to increase the number of children in primary education, particularly in rural areas, to improve the quality and relevance of primary education, and to improve the quality of training in practical and vocational subjects.

Evaluations:*Technical and Vocational Teachers College, Luanshya, Zambia. Building programme and Educational programme. (1977)

In 1972 the Government of the Republic of Zambia requested SIDA to provide assistance for a Technical and Vocational Teachers College (TVTC). An agreement was signed in 1973, in which the Swedish government made available financial resources towards the construction and equipment costs of the TVTC, expatriate staff, and also the means for scholarships and evaluation studies.

The main objectives of the project was to create opportunities for the growth of the Zambian economy, primarily in the industrial sector. This involved training in order to increase the number of skilled manpower, and speed up Zambianization. The immediate objectives of the College was to make Zambia self-sufficient in vocational, commercial and industrial arts teachers and that the training in Zambia was to be given in accordance with modern and internationally accepted methods of teaching.

The purpose of the evaluation was to evaluate the status of the TVTC, Luanshya, according to the Plan of Operation and to the objectives and targets set out, and to consider and advise whether new directives and additional objectives were to be recommended.

*Building programme:*Findings:*

- The overall objective targets have been achieved, only minor parts of the College have not been taken over for use. The quantitative targets have been achieved apart from landscaping and some outstanding minor constructional items.
- The implementation procedure for the building programme was not followed.
- The construction work was delayed due to a shortage of building materials, and the buildings were not fully completed.
- There were numerous defects to be rectified according to normal practical completion procedures, however they not hamper educational activities significantly.
- The general impression of the workmanship of the contractor was low but of acceptable standard. The College is functionally working well, and to the satisfaction of the staff.
- In general the buildings seem to be used according to intentions but final assessment will have to wait since full enrolment is not achieved, furniture and equipment not fully installed, and several rooms not taken over for occupation.

Recommendations:

The building defects will have to be rectified. The evaluation team give several specific recommendations concerning the existing project's roof-application, acoustics, sound insulation, landscaping, maintenance et.c. Experiences from the Luanshya project seem to indicate that better client organization at all stages is required as well as a better follow-up of the implementation. A proper project management is important. The team indicate that SIDA should continue ensuring that a Clients Brief is worked out.

Educational programme:Findings:*

- According to the mission the TVTC has been successful in most aspects i.e. in meeting objectives.
- The education and training at Luanshya TVTC appears to fit very well into the needs of Zambia. The programme stresses education and training more than formal examination.
- Only about a third of the capacity of the TVTC has been used owing to insufficient recruitment activities combined with difficulties in finding suitable applicants.
- Zambianization of the staff at the College has been very slow.
- The facilities of the College have not been satisfactorily utilized by the College.

Recommendations:

The duration of the project, according to the agreement, should cover the period 1973-1978. Due to difficulties in recruiting Zambian counterparts to expatriate staff, the evaluation team points out that it seems impossible to complete the project by 1978. According to the team some of the expatriates will have to remain until 1980. The Mission recommends that:

- A revision of the 24-month programme in Commercial and Industrial Arts should be made.
- More efforts should be placed on recruitment of students.
- In order to complete Zambianization of the College before the end of the Agreement period there should be more emphasis on finding Zambian counterparts.

**Technical and Vocational Teachers College, Luanshya, Zambia. (1983).*

The objectives of the evaluation were to evaluate the status of the TVTC, Luanshya, according to the Plan of Operation, and to the objectives and targets set out there-in. Findings in the evaluation are based on analyses of the Building programme and the Training programme.

Findings:

- The evaluation team is of the opinion that the planning in some areas was not sufficient. There were very vague data available concerning the need for the different kinds of teachers going to be trained.
- Zambianization has almost been achieved according to the objectives.
- A new institution, recognized of the School of Education of the University of Zambia, which co-ordinates the training of the various groups of teachers, has been created.
- Modern and internationally accepted methods of teaching are utilized by the staff at the TVTC.
- In the future one of the most crucial problems for the College will be to maintain the standard of buildings and equipment if the funds allocated for this purpose are not sufficient.

Conclusions and recommendations:

Despite the problems that the project has encountered over the years, the evaluation team is of the opinion that the project as a whole has been successful.

The terms of reference do not ask the team to come forward with any recommendations. However, there are some points where the team would like to make some suggestions concerning the future development of the College.

The team suggests that:

- Sufficient funds should be allocated to the College for proper maintenance of buildings and equipment.
- A new library should be constructed as the originally library was not well planned. New work-rooms for teachers should be constructed in connection with a new library.
- A closer co-operation concerning educational facilities should be established with the Luanshya TTI and the Mining School.
- Short courses for host teachers should be arranged during vacations in order to make them aware of the TVTC's educational policy.
- As far as the use of computers in developing countries is concerned, Zambia seems to be among the most highly developed countries, and the time will soon come when it is suitable to introduce the study of computers and training in the use of them at the College. Therefore, the College should be provided with a micro-computer.
- If over-production becomes a real problem of the College, so that its resources may go unused, all other possibilities to utilize the College should be explored. Among these, there is the possibility of opening the College for students from outside Zambia and make it a regional centre for Industrial Arts and Technical Teacher training.

A general lesson from the project is that; in order to improve the impact of assistance to developing countries the donor country should take more responsibility for the planning, e.g. by offering help through consultants for collecting and working out statistics, and carry out feasibility studies. Transfer of experience from corresponding projects in other countries - not

necessarily the home country - should make the establishment of a project easier and hopefully prevent mistakes. Objective advice is important and should be given as part of development programmes. It should be possible to give such support without getting in conflict with the receiver's set of values.

*Institutional Co-operation between The University of Zambia and The University of Luleå 1976-1982. (1982)

In 1974 the School of Mines Project was started, and in 1975 the government of Sweden and the government of Zambia signed a specific agreement on development co-operation. The main objective of the School of Mines was to contribute to the Zambianization of the mining industry. One component of the agreement was specified as institutional co-operation between the University of Zambia (UNZA) and a Swedish University. SIDA chose Luleå University to co-operate with the School of Mines.

The institutional co-operation between the School of Mines and the University of Luleå was intended to pave the way towards lasting co-operation between the two institutions. Such co-operation was visualized to take place without any investments of Swedish aid funds, and would be based on mutual advantages for both UNZA and Luleå.

The purpose of the evaluation was to review the operation of the institutional co-operation established between UNZA and Luleå in terms of the agreement of 1975. Findings and recommendations in the evaluation are mainly based on observations and interviews.

Findings:

- A formal contract/agreement on institutional co-operation between the University of Zambia and the University of Luleå does not exist. The activities carried out have been decided on mutual understanding. This has not resulted in actively generating co-operation between the two institutions. The absence of a formal agreement in the areas of co-operation has been a handicap for the University of Zambia.
- SIDA has not actively followed the exchange programme, and have transferred total responsibility to the University of Luleå. The signing of a contract with only the University of Luleå was a planning error. The contract would have proved more beneficial if it had been reached with both UNZA and Luleå.
- The University of Luleå has not acquired any direct benefits from the co-operation programme.
- The bureaucratic process for the money made available by SIDA to the School of Mines caused delays in the release of funds.
- At the School of Mines research activities were limited, however, the School has commenced drawing up guidelines for a post graduate programme.
- The staffing situation was deemed unsatisfactory.
- The money spent on training students in Sweden benefits the students as

individuals, but not directly any of the two institutions.

Conclusions and recommendations:

The Mission finds that there is a potential for co-operation between UNZA and the Swedish University of Luleå. The conclusion is that the institutional co-operation, as per the specific agreement on the School of Mines project, should continue. The Mission team recommends that;

- The objectives of the institutional co-operation should be identified and well defined from the beginning.
- An agreement of the institutional co-operation should be signed between the UNZA and the University of Luleå establishing direct links between the two institutions. SIDA should play an active role in the preparation and implementation of such an agreement.
- There should be an initial co-operation period of five years to ensure the continuity and full development of specific co-operation projects.
- Zambian under-graduate vocational training in Sweden should not continue.
- Emphasis should be given to the staff development training scheme in the areas of exchange of personnel.
- A system of topping up of salaries offered by UNZA to teaching assistants recruited in Sweden should be forthcoming from SIDA.
- The two institutions should collectively identify the funding needs, and thereafter seek financial resolutions.
- SIDA should investigate and prepare a brochure containing guidelines which can be utilized in future projects involving institutional co-operation. The guidelines should clearly define SIDA's role.

*Staff Development in Technical Education, Evaluation of a SIDA/DTEVT Training Program in Zambia.(1984)

During the period 1982-1984, SIDA supported a staff development programme in the Department of Technical Education and Vocational Training (DTEVT), Ministry of Higher Education, Zambia. Funds were utilized by DTEVT for local and overseas training programmes, for workshops and seminars, and for study tours to neighbouring countries in the South African region. The purpose of the programme was twofold; to reduce the system's dependency of expatriate staff, and to improve the quality of teaching and administrative skills in the country's technical education system.

The purpose of the evaluation was to evaluate the period 1982-1984, to examine future staff development requirements in DTEVT, and to assist in the planning of a new staff development programme for the immediate future. Findings and recommendations are based on an assessment of the current staff development programme, its relevance and quality. The Mission also used a questionnaire survey to those individuals who had taken part in local or overseas training courses

Findings:

- No posts had yet been Zambianized as a result of overseas courses sponsored by SIDA during the programme period.
- Overseas training was closely related to promotions and the delegation of increased responsibility to individuals who had received training.
- The administration of the program had experienced problems, partly as a result of the manner in which the foreign component was allocated and disbursed, and partly because DTEVT's inexperience in administering this kind of a staff development programme.
- The Mission points out that it was difficult to assess the impact of training, overseas or at home, on the performance of returning students. The main problem being that measures to evaluate pre- and post-program effects at the institutional level were not devised.
- A conceptual problem, regarding staff development programs in general, is that they are basically regarded as means for individuals to improve their own qualifications, rather than means of strengthening the staff requirements of the institution.
- From a cost-effective point of view, certain types of courses are more efficient when provided in Zambia rather than overseas.

Recommendations:

The Mission drafts a proposed program for the period 1985-1988, and suggests that;

- If one is to support staff development in the Higher Technical Colleges, some reliance must be placed on overseas training. There should be a concentration on fewer but longer Diploma and Degree Programmes.
- Resources available for staff development will have greater impact if they are concentrated on specific technical requirements and specific types of programs.
- Efforts should be made to increase the financial commitment of local authorities with regard to the local component of the proposed staff development program.
- A more effective bonding system should be introduced to ensure that highly qualified technical personnel remain in the technical education system for a minimum period after returning to Zambia.

*School Desks for Zambia. Evaluation of a SIDA-supported programme. (1986)

According to the agreement of the Education Sector Support Programme, a part of the funds to be provided by SIDA should be used to purchase furniture. Since 1980 production and distribution of school furniture to primary schools have been part of the Swedish support, and up to 1986 over 90 000 desks have been produced. The objectives and targets of the support were not clearly defined at the beginning, however, the objective can be summarized as to provide all pupils in the Zambian primary schools with school desks.

The supply of desks would be concentrated to rural primary schools in order to meet the needs for relevant primary education in the rural areas. Swedish assistance was intended to meet the existing backlog of desks, and the Ministry of General Education and Culture should gradually take over the costs for supply.

The purpose of the evaluation was to evaluate the school desk programme and to make recommendations for future production and design, as well as to work out guidelines for a repair and maintenance programme. The findings and recommendations are mainly based on interviews and visits.

Findings:

- Since 1980 the SIDA-financed programme has been the only major effort to supply desks to the primary schools in Zambia.
- The programme has produced and distributed about 100 000 desks. Although impressive in quantitative terms the programme has not been able to reach its objectives of meeting the 1984 backlog of primary school desks.
- Only about 30 percent of the desks produced so far are of acceptable quality.
- The centralization of production, and the failure to design the desks for transportation has resulted in delays, damages, and excessive transportation costs.
- There has not been any quality control, and there has been an unsatisfactory flow of information and an inaccurate feedback to the Annual Review team.
- The cost-effectiveness of the programme is poor. It is possible to obtain desks at half or even 1/3 of the average cost of the centrally produced SIDA-funded desks with local production.

Recommendations:

The Mission recommends that;

- there should be no more SIDA-funds allocated to the production of desks.
- the Ministry should hand over the responsibility for the provision of desks to the local community.
- the schools should be responsible for rebuilding and repairing desks.
- SIDA should assist the Ministry in publishing a well-illustrated, self-explanatory manual on "How to Build and Repair Primary School Desks".

*Evaluation of two SIDA-supported training programmes at the University of Zambia. (1987)

SIDA has supported training in Electrical Engineering and Telecommunications at the School of Engineering since 1979, and training in Land Surveying at the University of Zambia, UNZA, since 1981. In both cases institutions were contracted by SIDA to carry out the training; the Royal Institute of Technology (KTH) and the National Land Survey of Sweden (NLS). The main objective of the training programme in Electrical Engineering and Telecommunications was to train 20-25 engineers a year, and the main objective of the programme in Land Surveying was to train

land surveyors for the government and private sectors as well as university teachers at UNZA.

The purpose of the evaluation was to assess if the two training programmes had reached their objectives, and whether, and to what extent, the institutional support had contributed to reaching the objectives and costs of the programmes. Findings and recommendations are based on interviews, meetings and discussions with people involved or connected with the training programmes. Cost-effectiveness of the programmes was not analyzed. It was difficult to measure the impact on society.

*Electrical engineering;

Findings:

- The institutional cooperation between KTH and ANNEXA is working very well. The institutional cooperation activities function with a minimum of difficulties.
- A well-functioning procedure for procurement of equipment has been established.
- The cooperative link has generally contributed towards achievement, and assists in producing around 20 Electrical Engineers annually.

Recommendations:

- The institutional cooperation between KTH and the Department of Electrical and Electronic Engineering, UNZA, should be extended.
- SIDA should continue to provide support for the cooperation to maintain and improve ongoing activities up to 1992.
- SIDA support for Staff Development Scholarships should be included in a renewed agreement. SIDA should contribute towards the increase of student enrolment and regional cooperation by supporting new regional scholarships.
- There should be increased efforts in regional cooperation to strengthen the programme.

*Land Surveying Programme;

Findings:

- The programme is well staffed. The equipment is modern and comprehensive.
- In the framework of the institutional cooperation with the NLS the major objectives have been met, but there were obvious defects in the Land Surveying Programme. The training programme had not reached all of its objectives.

Recommendations:

- When the institutional cooperation agreement between UNZA and NLS ends, a new agreement should be entered between the Department of Land Surveying, UNZA, and a suitable section of department at the School of Land Surveying at KTH.

-SIDA should continue to support the Land Surveying Programme at UNZA to maintain and improve ongoing activities up to 1992.

-More efforts need to be made to attract more students into the programme including students from the region.

*Supporting Zambian Education in Times of Economic Adversity. An Evaluation of Swedish-Zambian Cooperation in Education 1984-1989. (1989)

In 1980, Swedish support to the education sector was organized as an Education Sector Support Programme (ESSP). In 1989 the ESSP included six sub-programmes;

- Educational planning
- Teacher training.
- Special education.
- Technical education.
- Vocational training.
- Support to the School of Engineering at the University of Zambia.

The main purposes of the evaluation were to summarize the achievements of projects and programmes which have received Swedish assistance during the period 1984-1989, and to provide background information for decisions on a future Swedish support. The evaluation concentrated on three main areas, i.e. the development of the education sector in Zambia in the light of economic development plans, the achievements, effects, and impacts of the sub-programmes in the ESSP during 1984-1989, and the involvement of women in the educational sub-programmes as well as the potential and actual benefits for women. Findings and recommendations are based on materials readily available and discussions with staff members.

General findings:

- The ESSP is largely in accordance with the SIDA guidelines for educational assistance. The ESSP reflects less well the SIDA guidelines for Women in Development which indicate that assistance as a whole should become more woman-oriented.
- Evaluations of Swedish support to education in Zambia have, on the whole, been positive towards the programme.
- The education sector has received a substantial proportion of donor assistance to Zambia. The Nordic countries are particularly important for primary level education and Sweden is the only country supporting special education. Support to education in Zambia will for some time to come be dependent on donor-agency inputs for both qualitative and quantitative improvements.
- It has been found that although girls enter school in only slightly lower numbers than boys, they suffer from increasingly large attrition rates as they move up the system.

Recommendations:

- Given the positive findings of previous and present evaluations of the ESSP and its sub-programmes, the overall profile of the programme should be maintained. The focus of Swedish aid should continue to be on primary education, in particular grades 1-7, including special education.
- Within primary education and related teacher training programmes, support should be given to those sub-programmes which improve the quality of education.
- As a long-term objective for development aid is to increase self-reliance, it is considered important that there should be greater emphasis on in-country capacity building. In the coming sector agreement there needs to be focus on the Zambianization of SIDA-supported programmes.
- Long-term support to education development is considered to be potentially most effective in the framework of institutional cooperation.
- SIDA should become involved in activities which positively discriminate in favour of women.

*Evaluation of the Educational Sector Support Programme in Zambia. (Desk Study on Gender Aspects. 1989) -A draft report to be used as an input to the evaluation team meeting in Zambia 1988.

In terms of achievement it should be noted that the Swedish-Zambian Education Sector Support Programme had not, in 1988, had a clearly stated goal to integrate women in the development co-operation in the education sector.

Findings:

- The overall data shows that girls do not enter school in numbers commensurate with their share of the population. Although girls outnumber boys at every age level, the number of girls in schools is lower than that of boys.
- Statistics indicate that there is almost equitable enrolment of boys and girls in Grade 1. Female enrolment tend to decrease yearly through the primary and secondary educational levels, and at university level the disparity between male and female students becomes even more glaring as numbers of female students drastically dwindle.
- Women not only constitute a smaller proportion of total enrolment, they are also concentrated in a few subjects unlike men who are represented in a wider range of fields.
- The Fourth National Development Plan (FNDP) of Zambia was presented in 1989. Through the FNDP the Women in Development issue is entered in the national planning. The plan aims at ensuring that women are participants in and beneficiaries of development. The Women in Development chapter in the FNDP includes a paragraph in education.
- A positive discrimination in favour of girls that would be beneficial, would be a lower school fee for girls.

*Evaluation of SIDA support to the University of Zambia. (1993)

Since 1979 SIDA support to the two Engineering departments has been regulated through specific institutional cooperation agreements between the University of Zambia (UNZA) and the Royal Institute of Technology (KTH) Sweden, and for a period between UNZA and National Land Survey (NLS) Sweden. From 1991 General support activities were included in the KTH/UNZA institutional cooperation agreement.

The objectives of the support was to train engineers and land surveyors.

The purpose of the evaluation was to examine the operations and achievements of the institutional cooperation activities, and assess benefits and effectiveness in relation to original objectives. Furthermore the Team should make proposals regarding the proposed phasing-down of support to the two Engineering Departments and review the General support activities. Findings and recommendations are based on..

Findings:

- The specific assistance from SIDA to the departments of Electrical and Electronic Engineering and Surveying in the School of Engineering appears to have been very effective particularly in using the collaborating sister departments at KTH for establishing viable teaching programmes and good laboratory facilities. A sign of the successful programmes is that the graduates from these departments are much appreciated by their respective employers.
- The General Support, introduced as apart of the SIDA assistance, has been used very effectively by the University to relieve the situation for those Schools and departments which so far have not attracted the attention of any aid donor.

Recommendations:

- The support to UNZA should continue at a level that would possibly compensate for the recent devaluation of the SEK.
- Assistance should be designed along the same lines as the General Support in order to open up facilities for the UNZA to operate its teaching and research programmes in a more efficient way.
- During the next couple of years the assistance in the form of secondments to the two Departments at the School of Engineering should be phased out, and at the same time the General Support should be gradually increased - keeping the total input to UNZA unchanged.
- SIDA should continue the assistance for at least another six years with possibilities of extension.

*An Evaluation of the Self-Help Action Plan for Education (SHAPE) (1993).

The Self-Help Action Plan for Education (SHAPE), an innovative primary education programme in Zambia largely supported by SIDA, was launched in 1986. The programme was designed to provide the necessary inputs to make the process of school-based educational development more effective and self-sustaining and to enhance the capacity of schools and colleges for self-help in professional and material terms through the development of resource work and production work. The programme is based on the philosophy of "education with production" and aims to achieve the integration both of theory and practice, and greater collaboration of the school and the community, and the utilization of production for material and pedagogical benefits.

The overall objective of the evaluation was to critically analyze the development of SHAPE as a basis for decisions on the future direction of the programme. Emphasis was laid on the issues; if, when, and in which way various components of SHAPE might be integrated in the regular school administration and as part of the new education policy of Zambia. Findings are based on examination of documents, field visits and interviews.

Findings:

- The SHAPE structures that exist are generally effective in transmitting the SHAPE message and approach to various regions and lower administrative levels of the country. The relationships between communities and schools are generally positive, however, threatened by the generally poor state of the country.
- Education with production (EWP) in the SHAPE program has tended to vary among schools, districts and regions, by and large the program has had an important impact.
- Finance and resource flow are complex and cause frequent delays, but a number of new approaches and training activities are being put in place to reduce the complexity of the process and speed the flow.
- The loss, destruction through vandalism, and theft of tools and various learning equipment create large difficulties for the system.
- The desk repair project is economically inefficient and expensive to run. A considerable amount of school-based, self-help professional development and support activities is occurring, however, a limited amount of teaching and learning materials is developed through these activities.
- The awareness of gender neutrality was understood by some teachers, but was neither widespread nor reflected consistently in practice.

Recommendations:

- SHAPE should put greater emphasis on stronger community involvement.
- Donors and the Government should aim at gradually shift more and more resources to district, zone, and school level. There should be a more direct transfer of funds to banks and districts.
- SHAPE should provide further support in the area of EWP.

HEALTH

Background:

The Swedish support to the health sector in Zambia started in the early 1970's. The support to the Zambian health sector started off as a support to development of basic health services in underserved areas, and later on the framework of primary health was added. In 1979 the support was organized as a Health Sector Support Programme (HSSP). The sub-programmes of the HSSP include several different elements, i.e. construction and upgrading of rural health centres, primary health care training, health planning and health information, transport, nutrition surveillance, essential drugs, and AIDS-related activities.

The overall objective for Swedish support to the health sector is to complement Zambia's own efforts in the field of health, and to create preconditions for and develop a well functioning basic health service in rural areas.

Evaluations:

*Health Sector Support to Zambia. An Evaluation.(1983).

*Hälsövård i Zambia. Bistånd utvärderat, Nr. 1/83.

The purpose of the evaluation was to evaluate the implementation of objectives and targets for the Swedish support, and its impact on health development in Zambia. Findings and recommendations of the evaluation are based on an assessment of achievements of targets and objectives related to costs, and detailed findings of different sub-programmes.

Findings:

- The HSSP has been in operation too short a time for any far reaching impact on the rural health situation in Zambia to be expected. However, prerequisites have been created for a development in that direction.
- The programme for building and upgrading of rural health centres is far behind schedule. The programmes suffer from inadequate monitoring and management procedures. Costs of the programme seem to be too high.
- The programme of training of personnel for primary health care has been successful in achieving its targets of training people.
- A high level of Zambianization has been achieved through Swedish support to training. There are visible impacts in terms of Zambianization of the nursing profession, and the early creation of basic health services on village levels.
- The Medical Assistants Training School Project has been delayed.
- There has been problems of finding counterparts and other Zambian staff to work with the Swedish staff.
- Workable plans to solve the problems of vehicle repair and maintenance have been worked out.
- A detailed workplan for the nutrition surveillance programme has been

presented and implementation is under way.

-The procedures of the sector support are basically working well. Improvements are necessary as regards the structure and content of reporting, and the orientation of sector reviews. The instruments available are not sufficient for a continuous monitoring of the activities in between the sector reviews.

Conclusions and recommendations:

The team concludes that the Swedish sector support is on the right track towards achieving its goals and objectives provided that recommendations given by the team are implemented.

The team recommends that:

- the Swedish support should continue primarily as support to the Zambian Primary Health Care Programme with emphasis put on the development of rural areas and specifically underserved areas. SIDA should consider support to increased preventive actions of the PHC programme.
- SIDA should continue to give support to the Rural Health Centres Programme, and continued support should be given to training of community health workers.
- SIDA should support development of management, planning and evaluative capabilities at all levels of the health sector.
- national programmes like the drug organization and supply, and transport programme could be part of the support.

*Evaluation of SIDA Health Sector Support to Zambia 1979-1988 (1988).

*No Short Cuts to Health, 1989/3.

*Bättre förebygga än bota. Sveriges hälsobistånd till Zambia. Bistånd utvärderat, 2/90.

The objectives of the evaluation were to analyze the impact and the effectiveness of the health programmes and of SIDA's support, and to discuss implications of various alternatives for future SIDA support to the health sector in Zambia, and make recommendations for future support. The evaluation covers the period 1979-1988.

All sub-programmes were scrutinized, and for each programme the problems of effectiveness and sustainability were addressed. Findings of the evaluation team are based on interviews and written sources, compilation and analysis of available field research on health care in rural areas. The team maintains that the lack of quantification of goals made it difficult to assess the outcome of a specific programme in relation to plans or input. Consequently, cost-efficiency was dealt with in a roundabout way.

Findings:

-The Health Planning Unit does not have a clear definition of functions, and for this lack of explicit terms of reference there can be no real control of

activities.

- The performance of the community health workers is not entirely satisfactory. (This programme differs from other programmes under the HASP insofar as SIDA provides funds for running costs for an established, on-going activity. The common denominator with other HASP sub-programmes is that the support is directed at building up systems for various health care related activities.)
- The transport programme is working reasonably well.
- The rural health centres programme is deemed to have been firmly effective.
- The nutrition surveillance programme has to some extent found its form and progress has been made in compilation and utilisation of data.
- Competent Zambian personnel exist but sustainability is difficult due to the lack of career structures for local staff.

Conclusions and recommendations:

In general, the HSSP fulfils the role of supporting the government of Zambia to implement its primary health care policy. The team suggests that support for the next period of agreement should be of a similar volume as during the last years, and that the general composition of the HSSP would remain except for some expansion in certain programmes. In most cases preconditions and necessary changes in the programmes are recommended. The evaluation team maintains that without these changes it seems doubtful whether some of the programmes can ever be successfully terminated.

The team recommends that;

- The Health Planning Unit should be given a clearly defined mandate.
- Community health workers need much more supervision and support. There should be a gradual phasing out of SIDA support for initial training, and SIDA should redirect its assistance towards the strengthening of supervision and additional training of trainers.
- The transport programme should be Zambianized as soon as possible and a plan of phasing out SIDA support should be established.
- Further expansion of the essential drugs programme at the same pace and within the present organizational structure will not be effective. The supply side of the programme works well, however, more efforts are necessary from the Zambian government to ensure sustainability. The government should adopt a comprehensive drugs policy.
- There is a need for expert competence within the Ministry of Health. Future support from SIDA should be confined to technical assistance personnel as long as this is not available in Zambia at a reasonable cost.
- Steps should be taken to ensure better quality in the data of nutrition surveillance.
- SIDA supported staff should remain during most of the coming agreement period apart from the addition of one SIDA post as training coordinator in the essential drugs programme.
- SIDA should support the urgent need for continuing education in most programmes.

IMPORT SUPPORT

Background:

Swedish import support to Zambia was initiated in 1973 in the form of support for purchases of equipment and materials. Import has been concentrated at high priority areas such as the agricultural sector, transports, and the manufacturing industry with the purpose of strengthening the balance of international payments of Zambia.

*Railway wagons:

A large part of import support has been used for railway wagons. Within the framework of development cooperation between Zambia and Sweden it was agreed in 1976 to initiate a project by which Zambia Railways (ZR) was to import wagons and parts for wagons from Swedish suppliers. During the period 1976-1984 the project ran through three different agreements and phases of cooperation.

The original objective of the project was to increase the transport capacity of Zambia Railways through the supply of Swedish railway wagons. In phase II another objective was introduced, i.e. to gradually transfer the technology of assembly/manufacture of wagons from Swedish suppliers to ZR. The means utilized to reach the two objectives have been the supply of parts for wagons, spare parts, machinery and equipment, training and consultancy services, within the framework of Swedish import support (basically) tied to purchases from Sweden.

Evaluations:

*Zambia-Sweden Railway Wagon Project 1976-1984. Evaluation of Phases I-III. (1984).

*Järnvägar i Zambia. Bistånd utvärderat. Nr: 1/85.

At the time of the evaluation the Railway Wagon Project had been in operation for a period of eight years. In view of the fact that there were plans for a continuation of the project an evaluation was made. The objective of the evaluation was to evaluate the project from different aspects so as to create a feed-back into the project for further decision-making and planning. The team should assess the benefits for Zambia and Zambia Railways, the efficiency in the use of funds, and the work and the role of the consultant in the projects as compared to monitoring by SIDA. There should also be an assessment of the feasibility of the concept of gradual increase of competence for the assembly/manufacture of wagons.

Findings and recommendations in the evaluation are based on calculations of project costs. The team made use of net present values and cost-benefit analysis. The project included two cost-components; cost of training and the technology transfer, and the cost incurred by the fact that the Swedish support was tied to purchases in Sweden. The cost-components were isolated

in order to enable comparisons. Conclusions about effectiveness only apply to the project in its strictly defined sense, that is there was no value judgement about the economic benefit for the country as a whole.

Findings:

- The project, studied as an isolated phenomenon of delivery of inputs and assembly/manufacture, has been carried out with a high degree of effectiveness. Plan targets have been achieved without any major deviations, both as regards time schedules and costs as well as production. It has therefore been concluded that the administrative model of the project i.e. the model of transferring monitoring functions from SIDA to a consultant, without SIDA losing control of the basic objectives, has been functioning well.
- The desired levels of quality of workmanship and final products have been achieved, and a transfer of know-how has taken place.
- The project has been effective on the micro administrative level. However, as soon as the activities are related to the surrounding context, first of all the operations of ZR, its usefulness becomes less evident.
- The project's contribution, in terms of training, employment and added transport capacity of ZR, are modest. Relative to their costs, they are inefficient according to economic analyses.
- The financial analysis of flows to Zambian Railways, caused by the project, shows that it has been a loss up to and including 1984. On the other hand the project becomes profitable to ZR when the actual total life-time of wagons is used for calculations of strictly financial flows.
- Under reasonable/conservative assumptions about opportunity costs, the project is an economic loss on the national level.

Conclusions and recommendations:

The evaluation team maintained that the project's contribution to its objectives, in spite of its effectiveness, was inefficient i.e. the inputs paid to achieve the objectives had been too large. The training/technology transfer and the fact that the import support is tied to purchases in Sweden cause considerable costs which cannot be justified by the impacts.

For the future of the Zambia-Sweden Railway Project the team emphasize that the project as such should be analyzed, and revised if needed. The outcome should be based on a careful analysis of the priorities of ZR, i.e. whether the increase of transport capacity or the technology transfer was of first priority. If additional transport capacity was a top priority a programme should be set up to utilize the workshop capacity for a maintenance programme of bringing the existing fleet to acceptable standards.

In the context of continued import support from Sweden the role of such support would be the supply of consultancy services, machinery, equipment and spare parts for the maintenance programme. Such support would possibly increase the value of already delivered wagons.

*The Swedish Railway Wagon Project. A Socio-Economic Evaluation. (1984).

In 1984 a general evaluation of the Railway Wagon Project was carried out by external consultants. In connection to the evaluation a complementary study, a thesis in Economics and International Business, was made. The general purpose of the thesis was to show the applicability of micro-economic theory and cost-benefit analysis (CBA) in evaluating development projects. The objective of the study was to evaluate the efficiency of the Swedish Railway Project in Zambia through a cost-benefit analysis.

Findings:

The project could not be considered efficient in an economical sense on the grounds of comparison and assumptions adopted in the report. However, the project could be viewed successful in one sense; all wagons have been received by Zambia Railways and they roll in acceptable conditions. Furthermore, technical knowledge has been transferred.

Recommendations:

The results of the cost-benefit analyses in the report do not permit any clear recommendation on future efforts. Nevertheless, while studying the project on site, the team discovered that the traffic planning and utilization of existing stock could be improved. Instead of granting additional wagons, it may prove to be more efficient to concentrate future efforts on administrative assistance and means, e.g. spare parts, enabling Zambia Railways to repair their wagons and make better use of them.

***Other:**

*Change and Opportunity - Challenges for the Bank of Zambia. A mid-term review of SIDA assisted projects in BoZ. (1992).

SIDA support to the Bank of Zambia (BoZ) was initiated in 1987 by the Bank, and since the BoZ and SIDA have been cooperating for the purpose of improving the bank's functioning. A comprehensive reform programme was formulated and presented in 1990. SIDA and the Bank agreed on SIDA support in the fields of Bank inspection, information system and computer services, and reform management. The SIDA supported projects commenced in the beginning of 1991. (Parallel to the Swedish support there was also forthcoming support from IMF, UNDP, ODA, and CIDA. The Bank was also to invest considerable resources of its own into the development work.)

The overall objectives of the reform programme was to improve the possibilities to formulate and implement proper monetary policy measures in Zambia, to strengthen the role of the Bank of Zambia in the society, and to rationalize the functional structure and improve the services, as well as the efficiency and working conditions of the Bank.

The purpose of the evaluation was to summarize the progress of reform at the Bank, to study SIDA's support to the Bank and to determine what has been accomplished with the support. Furthermore, a diagnose of problems at the Bank and recommendations about the SIDA support should be made.

Findings:

-The SIDA components of the reform programme have moved well, but the overall progress in the Bank is limited.
-In several areas of the reform programme achievements have been below expectations. In particular the continuing problems of the accounts are of grave concern. In other areas such as domestic and foreign operations no working groups were set up and consequently the business reviews that were envisaged to take place have not been carried out.

Conclusions and recommendations:

SIDA should continue to support Bank inspection and computerisation, at least at the base level of assistance, beyond the present agreement period. Assistance above the base level should be made contingent upon visible signs of improved performance by the Bank, this could e.g. include Bank of Zambia to draw up a plan on future reforms which explicitly deals with accounts, the Bank's mission (core business), legislation, restructuring and staffing, and management development. Besides from these general recommendations there are detailed ones on how the cooperation should continue.

*Continued Support to Bank of Zambia. Report from a Project Identification Mission (1993).

The support to overall management ended in 1992 and support to bank supervision ended in 1993. The BoZ has forwarded a request to SIDA for continued support from July 1994 in the fields of computerisation, bank supervision, finance and management.

The objective of the study was to assess progress within the Bank, and the SIDA funded projects in relation to the recommendations made in last year's review, and the present state of the reform programme. Furthermore the Team should identify the need for and relevance of continued Swedish support.

Findings:

-Substantial changes have taken place in the Bank's operating environment since the mid-term review was carried out.
-Within the BoZ a reform strategy is being implemented covering several of the areas dealt with in the mid-term review.
-The scope of improvements of operations is still very great. The Team believes that the bank is moving in the right direction.

Recommendations:

In situations of rapid change it is not possible to determine the steps to be taken over a long period of time. The situation in Zambia calls for a step by step approach with frequent revisions.

The Team recommends the carrying-out of business reviews, support to computerization, training of Bank Supervision, upgrading of the accounting department, and a training programme for managers, assistant directors, and directors.

CONCLUDING REMARKS:

The survey of evaluations include a wide scope of programmes in different areas such as agriculture, education and health. There are evaluations of broad sector programmes as well as evaluations of specific projects within a certain sector. Some evaluations focus on issues of general interest for development assistance whereas others concentrate on specific arrangements and activities. Consequently, the character of the evaluations vary to a large extent.

It is difficult to draw any specific conclusions on Swedish support to Zambia from the survey of evaluations, however, some remarks could be made based on findings and recommendations of general character appearing in several evaluations. There is an overall trend of positive judgements of programmes and projects. In spite of certain problems such as delays in implementation, poor maintenance of buildings, lack of competent staff and counterparts, the programmes are deemed to work quite well and in accordance with guidelines and goals. In several programmes the Zambianization has been deemed successful. In most evaluations the evaluators conclude that support should continue along the same lines and with the same focus as before. However, there are of course exceptions from the rule, where evaluators recommend a phasing out of certain programmes or programme components.

A general recommendation is that more support should be given to training, staff development and education, and that more attention should be given to gender issues, i.e. women in development.

In several evaluations the evaluators stress the difficulty of assessing the impact of support in quantitative terms, especially the sector support programmes. There is a problem of identifying benefits and assess impacts due to the lack of monitoring procedures and reliable statistics. There are several recommendations emphasising the need to develop improved monitoring, evaluation and reporting procedures for financial control and activity, and impact monitoring. Otherwise the task of impact evaluation will continue to be largely subjective. The importance of supporting planning and evaluation capacities is found keep occurring in evaluation after evaluation.

**SWEDISH DEVELOPMENT ASSISTANCE TO ZAMBIA
- GOALS, MEANS AND REPORTING OF RESULTS.**

INTRODUCTION:

In the following section a short survey of Swedish development assistance to Zambia is presented. The survey is focused on the development of Swedish support to Zambia and changes over time, i.e. on the orientation of the Swedish support, formulation of goals and objectives, and reporting of achievements and results to the government.

The survey is based on findings in SIDA's proposals for government decision and in project support memoranda, attached to the proposals, during the period 1965-1993. The project support memorandum has a prominent place as the basic document of SIDA's activities in a specific country. In that document both the long term objectives and the short term targets are specified as well as the resources needed and contributed for a certain programme.

A summary of the general development of Swedish support to Zambia is presented, followed by short surveys of Swedish support sector by sector. For each sector the focus and orientation of support is presented as well as reporting of achievements and results.

It should be noted that the survey does not claim to cover all goals and objectives formulated for Swedish development assistance to Zambia. The survey only presents formal formulations of goals referred to in project support memoranda, i.e. the survey does not include possible goals and objectives formulated in specific planning documents.

***General development of Swedish assistance to Zambia:**

Swedish support to Zambia started in 1965 in the form of a peacecorp's contribution concentrated to the agricultural sector. The first Swedish contributions were oriented towards agriculture and cooperative activities. During the first couple of years the support was quite modest.

In connection to President Kaunda's state visit in Sweden in 1968, there was an initiative from the Zambian side to increase the personnel support from Sweden. This initiative resulted in an agreement, in 1969, on technical assistance to Zambia. The overall objective of the agreement stated that the Swedish Government and the Zambian Government desired to contain "their fruitful cooperation, aiming at economic and social development in Zambia".

Since 1969, Swedish development assistance to Zambia gradually increased. The support was dominated by technical assistance to the agricultural sector, to power facilities, the forest sector, the health sector, and the public administration.

During the first period of Swedish assistance to Zambia, one of the main objectives was to support the country's efforts to liberate from the influences and power structures remaining from the colonial era, constituting obstacles to development. Another goal was to alleviate the consequences of Zambia's geopolitical situation. Support was given to form a complement to Zambia's own efforts to achieve economical and political independence, i.e. to decrease its dependency on white minority regimes in Southern Africa.

Besides from support for political and economical independence, Swedish assistance aimed at supporting the country's efforts in increasing the food production, and improve the living standards of the poor population in rural areas, and to create conditions for increased people's participation. The principal target group of Swedish support was the poor population groups in the country i.e. subsistence and smallscale farmers.

In the 1970's Swedish support to Zambia grew as the prices of copper fell and the freedom struggle in Southern Africa intensified. In the end of the 1970's, independence struggles in the region changed the geopolitical situation of Zambia and in the light of developments there were reasons to look over the orientation of Swedish support to Zambia. It was stated that attention should be given to other policy goals than the independency goal. Social and economic equalization became a more prominent goal.

In the 1970's Swedish aid increased and was given to a great number of projects and programmes in several different areas. The support was personnel intensive and there was a general lack of coordination. Due to administrative considerations and efficiency reasons Swedish support was concentrated into three broad sector support programmes in the areas of agriculture, education and health, in the end of the 1970's. The support was organized as sector support programmes in order to facilitate transfers of resources between different sub-programmes within a certain sector, to facilitate rapid provision of resources when needed, and to provide for a better planning situation for the country's Ministries.

The greater part of total Swedish support to Zambia was used for sector oriented contributions, principally in the agricultural sector. Besides from the sector support programmes, assistance was given in the form of import support, and to a personnel and consultancy fund.

In the early 1980's the lack of good reporting from support programmes was criticized; it was noted that the reporting often was late and very general in character, and consequently not contributing any important information. It was pointed out that the reporting did not constitute the control instrument

as was intended. Evaluations of the sector support programmes in 1982-83 pointed at good experiences of the programmes. It was concluded that the sector support was a suitable form of cooperation, however, the number of sub-programmes needed further concentration.

In the middle of the 1980's Sweden decided to remit Zambia's external debts, and there was an agreement on external debt relief.

In the middle of the 1980's, it was stated that Swedish assistance to Zambia should be aimed at economic growth and social equalization. The support should be utilized to strengthen Zambia's national and political independence, to promote economic growth, especially for the rural poor, and to maintain standards of social services. The consolidation of programmes was emphasised. Traditionally Swedish development assistance to Zambia was quite personnel intensive, however, since the middle of the 1980's it decreased in favour of alternative forms of building-up and transferring knowledge.

The overall focus of Swedish development assistance did not change much in the 1980's. Swedish support continued to be concentrated on agriculture, education, health, import support, and a personnel and consultancy fund. It was stated that Swedish support mainly should be oriented towards rural development. However, in the end of the 1980's it was also stressed that more attention should be given to neglected groups in the cities. Furthermore, special attention should be given to the situation of women (considering their important role in the development of rural areas), and to sustainable use of natural resources and protection of the environment. Environmental aspects started to play a more important role in the development assistance, and a special programme for environment protection was initiated in Zambia. Evaluations of the sector support programmes pointed out that the orientation of support was well justified in the light of economic difficulties.

In the early 1990's cooperation between Sweden and Zambia aimed at supporting Zambia's economic reform programme, promoting economic growth, especially for the peasant farmers, and maintaining standards of social services in the areas of health and education, especially for the disadvantaged groups. Democracy support was included in the Swedish support to Zambia. Swedish assistance was given to supervision of and support to elections in connection to president and multiparty elections in Zambia in 1991. Following the elections continued support was given in order to consolidate the democratization process.

In 1993 SIDA adopted a new strategy for development of support to programme countries. Swedish support to Zambia will follow a strategic orientation towards economic growth and social equalization. Direct and indirect support will be given to support national policies (in agriculture, education and health) and the economic reconstruction programme.

AGRICULTURE:

General development:

Swedish aid to the rural development of Zambia started soon after the independence in 1964. In the beginning it mainly consisted of personnel, volunteers and expert to the farming cooperatives. In the early 1970's, the support expanded, and SIDA took part in the planning and implementation of several programmes. The overall aim of the support was to improve the livingstandards of subsistence and small scale farmers.

In 1978 Swedish assistance to the agricultural sector was organized as an Agricultural Sector Support Programme (ASSP), and the support expanded considerably to include several programmes. The main objective of the ASSP was to improve the livingstandards of small farmers by enabling them to increase their productivity. In the early 1980's, it was stressed that women's issues and education of Zambian staff should be given more attention in the sub-programmes of the sector support.

In the middle of the 1980's, the ASSP included support to several different programmes;

- Integrated Rural Development Programme (IRDP) and the Planning Division.
- The Agricultural Training and Extension Programme.
- Development of the Co-operative Movement.
- The Agricultural Reserach and Seed Programme.
- Rural Structures and Equipment Programme.
- Survey and Lands Programme.
- Prices and Incomes Commission.

The overall focus of the ASSP remained, however, in project support memoranda there was more emphasis on the promotion of commercial farming. The sub-goals of ASSP were; promotion of self-subsistency of farming products with a low utilization of foreign currency for input goods; increased agricultural production aiming at export of the surplus; and improvement of the livingstandards of the poor population, particularly in the rural areas.

In the end of the 1980's, Swedish support to rural development was increased, and in Swedish-Zambian agreements it was stated that Swedish support should form a complement to Zambia's own efforts to improve agricultural services with the ultimate aim of improving incomes for subsistence and smallscale farmers in rural areas, and raising food supplies in food defisit areas of Zambia. Besides from the general promotion of increased livingstandards, the support to rural development would also promote a democratic development and social equalization.

In 1988 a special programme for environmental protection was introduced within the frame of the ASSP.

In 1990 Swedish assistance in the form of ASSP was coming to an end, and from 1991 the support is given within the framework of three separate agreements with three different Ministries (Agriculture, Cooperation, and Natural Resources). Swedish support to rural development should continue, in particular for investments, institution-building, and development of local rural cooperation units. There should be special attention given to the need of an increased diversification of Zambia's agricultural production, as well as better donor co-ordination, particularly in research and consultancy services.

Feed-back / Reporting of results:

In a number of project support memoranda it is pointed out that detailed monitoring of programmes, in quantitative terms, has been difficult to make since programme documentation states qualitative rather than quantitative goals. Consequently, evaluations have mainly been concerned with qualitative results.

In refernce to the 1983 evaluation of the ASSP, the need for improved but simple monitoring, evaluation and reporting procedures was emphasized. The general problem of insufficient reporting from different sub-programmes, about results achieved, has been noted in several project support memoranda. In a memorandum from 1985 it is mentioned that the build-up of a monitoring system was recently started with assistance from Stockholm School of Economics.

In several memoranda, it is stated that Swedish support has contributed to increased agricultural production and the production of high quality seed. There are also references to reports on results from different sub-programmes e.g. noting that the goal of making Zambia self-sufficient in seed has been fulfilled, and that a great number of technicians have been educated in the SIDA-supported agricultural schools, implying that the goal of covering the need for educated extension workers has been met. There are also references to evaluations of the Cooperative Programme, and the Survey and Lands Programme, stating that the support has been working well.

In connection to the reorganization of the support for rural development it was stated that during the last part of the 1980's coordination of activities had become more and more difficult, much due to the fact that the ASSP had grown and that the sub-programmes had increased in number and scope, not fitting into a sector support programme anymore.

HEALTH

General development of support:

Swedish support to the health sector in Zambia started in the early 1970's, with volunteers followed by personnel support to the training of nurses and midwives. The support started off as a support to development of basic health services in underserved areas, later on the framwork of primary health was

added.

In 1979, the support was organized as a Health Sector Support Programme (HSSP). The first sector support programme was characterized as a construction programme. The HSSP aimed at supporting Zambia's efforts in restructuring the health care system, from Westernized hospital-oriented health care to a system of more decentralized primary health care. Thus, the main goal was to develop primary health care with priority to underserved areas. The sub-goals of the support were;

- to construct and upgrade health care in seven of the country's nine provinces,
- to run primary health care training,
- to strengthen the health planning unit within the Ministry of Health,
- to create a functioning transport system within the health sector,
- to create a system for nutrition surveillance,
- to strengthen the education of teachers in health care,
- to create a system for efficient drug distribution.

The support was especially aimed at women and children.

The overall focus of the Swedish support to the health sector has remained more or less unchanged over the years. The support has been given to form a complement to Zambia's own efforts to develop primary health care services in rural areas. In the middle of the 1980's, the HSSP included several sub-programmes in order to meet the sub-goals (above);

- Construction and upgrading of rural health care centres.
- Training of personnel for rural health care centres.
- Strengthening of the planning capacity of the Ministry of Health.
- Development of a working transport system for health services in the country.
- Development and introduction of a national nutrition surveillance system.
- Improvement of the drug supply system for rural health care centres.
- Support to training of nurse teachers' trainers and midwifery teachers' diploma training.

In the agreement for 1988-89 support for AIDS prevention was included in the programme.

In the 1990's project support memoranda state that future support should be better adapted to the difficult economical situation in Zambia, and that the support should be concentrated into a few strategically important and neglected areas. Development assistance should focus on health planning activities and reproductive health.

Feed-back / Reporting of results:

In project support memoranda, there are references to evaluations being performed of the health sector support. The evaluation of the sector support in 1983 concluded that the orientation of the support was in line with the Swedish goals for development assistance, and the evaluation in 1988 concluded that the support, in general, meets with the goals of contributing

to the country's primary health care policy and that the support should continue as before in the near future, except for the fact that better coordination is needed.

EDUCATION:

General development:

Swedish support to education development in Zambia was initiated shortly after the independence in 1964. In the 1970's, Swedish support was initiated to several specific projects within the sector, e.g. to the University of Zambia, to a Technical and Vocational Teachers College in Luanshya, and to research through the National Council for Scientific Research.

In 1980, Swedish support was organized as an Education Sector Support Programme (ESSP). The main goals of the programme were ;

- to provide children with primary education, particularly in the country side,
- to improve the quality and relevance of primary education,
- to improve the quality of practical education and vocational training.

The sub-goals of the support programme were;

- to provide the schools with equipment and teaching materials,
- to promote further education for primary teachers,
- to make primary education more practically oriented,
- to give handicapped children primary education, as well as practical and vocational training,
- to improve the planning capacity at the Ministry of Education.
- to improve the practical education and vocational training by further education of personnel.

Swedish support has been given to form a complement to Zambia's own efforts in the field of education. The focus of support on primary education has remained since the ESSP was initiated. In the end of the 1980's the sector support programme included six sub-programmes;

- Educational planning.
- Teacher training.
- Special education.
- Technical education.
- Vocational training.
- Support to the School of Engineering at the UNZA.

Feed-back / Reporting of results:

The general impression in project support memoranda is that of well functioning programmes and substantial results achieved e.g. improvements in the access of books and teaching materials, and an increased number of Zambian teachers.

The project support memoranda include general monitoring and reporting of activities and support. The 1977-evaluation is mentioned, however, there are no references to findings or recommendations. In 1986 an evaluation of the school-desk support recommended that there should be no more SIDA-funds allocated to production of desks, and in a memorandum a couple of years later it is stated that the production of school desks in Lusaka (until 1987) was inefficient and unsuccessful and that the production had moved to smaller units in local communities, and that a manual on building and reporting of school desks had been worked out for the schools.

Two independent evaluations (from 1983 and 1989) stating that Swedish support to the education sector has been in accordance with Zambian goals are referred to in the project support memoranda.

IMPORT SUPPORT:

General development:

Swedish import support to Zambia was initiated in 1973 in the form of support for purchases of equipment for telecommunications, trucks, and railway wagons. The purchases were to a large extent "tied" to being made in Sweden. The import support was to be concentrated on high priority areas such as the agricultural sector, transports, and the manufacturing industry.

A large part of the import support was used for railway wagons. In 1976, Zambia and Sweden agreed to initiate a project by which Zambia Railways (ZR) was to import wagons and parts for wagons from Sweden in order to strengthen the transport capacity of ZR. Import support, not "tied" to purchases in Sweden, was used for import of spare parts and raw materials for the Zambian industry.

In the General Agreement for 1977-78, general import support was included in the Sweden-Zambia cooperation. Import support, as a part of the Swedish development assistance to Zambia, increased substantially in the middle of the 1980's, and accounted for 40 percent of payments during the agreement period 1986-87. However, in relation to total imports, the Swedish import support was of marginal importance (only 1.5 percent).

The general purpose of import support has been to strengthen the balance of international payments of Zambia in order to promote economic growth and maintain essential infrastructure, and to diminish inherited political and economical dependencies, primarily by supporting the energy and transport sectors. Support has been given to e.g. Zambia Railways and to the Kafue Gorge hydro-electric power plant.

Over the years Swedish import support has been given in relation to Zambia's economic policies, i.e. during certain periods the amount of support has increased and there have been few restrictions on purchases and

utilization of the support, and during other periods the support has been decreased and there have been strict directions for using the support. In the end of the 1980's, import support was decreased due to deficiencies in the Zambian macro-economic policies. In 1991 it was pointed out that the economic situation in Zambia justified an increase of import support. The purpose was to assist Zambia in its efforts to achieve growth and restructuring of its economy. New programmes within the import support were added in order to develop the competence and capacity of import and procurement techniques.

Feed-back / Reporting of results:

In the project support memoranda there is very little reporting of achievements resulting from import support.

In the middle of the 1980's it was stated in a memorandum that untied import support had been used for quarterly allocations to the Zambian industry for imports, and that this support had been of marginal importance for Zambia, however, for the companies, principally Swedish affiliated companies, the support had been of great importance.

In reference to the evaluation of the Zambia-Sweden Railway Wagon Project (1984) pointing out that the system of import support tied to purchases in Sweden made the production very expensive, the support was phased out during the agreement period. However, it was noted that a transfer of technical knowledge had contributed to improving the capacity of ZR.

PERSONNEL AND CONSULTANCY FUND:

General:

Swedish support to a personnel and consultancy fund started in 1978. The fund was established in order to alleviate the manpower situation in Zambia and to facilitate consultancy services and training programmes promoting a rapid Zambianization. The fund has primarily been used for scholarships and wage support for expatriate experts. The objective of the fund has remained over the years, however, with marginal changes.

In the middle of the 1980's it was stated that the main goal of the fund was to assist the Zambian government in its efforts

- to further develop human resources and methods of work within public institutions. Priority should be given to efforts aimed at improvements regarding planning, monitoring, and evaluation of programmes as well as identification and improvements of administrative deficiencies in institutions coordination government activities.

- to promote the Zambianization programme, preference should be given to activities supporting rural development, but should not include areas covered by sector support.

In the end of the 1980's it was stated that the main purpose of the fund was to strengthen the capacity of the Zambian government to implement its development policy with major emphasis on macro-economic reforms.

In the 1990's the support include e.g. support to Bank of Zambia, personnel support to the Kafue Gorge power plant, and small industrial development.

Feed-back / Reporting of results:

Several project support memoranda state that support to the fund has contributed to Zambianization in different areas of importance and improved planning and implementation of Zambia's economic policies.

CONCLUDING REMARKS:

First of all it should be noted that government decisions on support to Zambia, in principle, has been in accordance with SIDA's proposals. The scope and distribution of funds between different programmes have been approved by the government, and there have been no detailed discussions about goals and objectives of programmes.

There have been few changes in the overall orientation and focus of Swedish support to Zambia, as well as in specific programmes. However, as new development goals have been added to the general Swedish policies, the focus of support has broadened. Cross-cutting issues such as special attention to women, and environmental aspects have been included in the overall orientation of support, as well as in specific programmes.

The main objectives of the three sector support programmes have remained more or less unchanged over the years. The objectives of the sector support programmes have been very general in character, e.g. to improve the livingstandards of the poor population in rural areas, to improve the quality and relevance in education and training, and to develop a basic health care system.

There is a general trend of vague and unspecified goals in the project support memoranda for support to Zambia. There is a lack of specification and quantification of objectives i.e. production targets. Due to the lack of specific and quantitative goals, and the lack of reliable statistics and good monitoring, reporting of achievements and results in project support memoranda is mainly based on qualitative assessments. However, general monitoring of support, i.e. resources and inputs in different programmes, is stated in quantitative terms.

In the project support memoranda there are several references to evaluations being made in different areas. There are great differences in how well the evaluations are being referred. It is not easy to make general statements but as a rule there are only short references of evaluations performed, usually with the connotation that the programme is functioning well, and that the Swedish support has contributed to improvements in the area of support. At certain times, an evaluation is mentioned without any references of results or recommendations, and at other times there is a note that an evaluation will be made shortly. However, there are also references to evaluations recommending a phasing out of support , e.g. the rail-way project.

**DEVELOPMENT ASSISTANCE TO ZAMBIA:
- A REVIEW OF EVALUATIONS FROM OTHER DONORS.**

***ADB/ADF- African Development Bank/ African Development Fund:**

Project Performance Audit Reports:

- Agricultural rehabilitation project. Loan No. CS/Z/AGR/85/9 (1992)
- Zambia - Maamba Colliers Limited (1992)
- ADB - PHASE I - LOAN No. CS/Z/IND/79/006
- ADB - PHASE II - LOAN No. CS/Z/IND/84/012
- ADF - PHASE II - LOAN No. CS/Z/IND/84/7
- Industrial Reorientation. (1993)

***Austria:**

-Integriertes ländl. Entwicklungsprogramm / Village oriented Development Programme (VODP) - Chipata / Zambia. (1992)

***Denmark/ DANIDA:**

- Public Telephone Projects (1992)
- Drying and Storage of Grain. (1993)

***England/ ODA - Overseas Development Administration:**

- An evaluation of the Heads of Mission Small Projects Scheme in Zambia and Zimbabwe (1988).
- Evaluation Study of the Overseas Development Administration Small-Scale Oil Seed Expeller Programme (Zambia, Malawi, and the Cameroons) (1989)

***Finland:**

- Evaluation of the Zambia.Finland Practical subjected Project for Upper Primary School in Zambia 1974-1988 (1988).
- Forest Research Project (1990).
- Road Maintenance Assistance to Lusaka Province Roads Department, 1989-1991 (1991).

***Germany:**

- Wasserversorgung Chipata (1988)
- Ländliche Wasserversorgung Zentralprovinz Sambia (1988)
- Integrierte ländliche Entwicklung Nordwest-Provinz (1989)
- Integrierte ländliche Entwicklungsprogramme Gwembe District (1990)
- Ausbau und Unterhaltung der Strasse Mutanda - Zambezi (1991)
- Integrated rural nutrition programme Kawamba (1993)

***Japan:**

- Road Improvement Project (1987).

***Norway:**

- The Water Supply Programme in Western Province, Zambia. (1987)
- Evaluation of NORAD Women Grant Phase II. Zambia Case Study. (1990)
- Evaluation of the Special Grant for Environment and Development. (1991)

Studies of the following projects:

- Luanga Valley Integrated Resource development project (LIRDP).
- The Natural Resources Data Bank.
- Decentralization of the National conservation Strategy.
- Forindeco Exotic Charcoal Project
- Save the Rhino (RHino Trust)
- Capacity-building in Development Cooperation: Towards Recipient Responsibility and Good Governance. Zambia - Country Case Study.* (1993)
- Study of institutional aspects of the development cooperation between Zambia and Norway on the basis of selected studies;
- Norway's country Programme in Zambia
- Water Supply Programme in Western Province
- Agricultural and Rural Development in Zambia.
- Rehabilitation and Maintenance of Secondary Schools in Zambia.
- Integration and recipient orientation of development assistance. Field work in Zambia and Zimbabwe.

***UNDP/ United Nations Development Programme:**

- Maize and food legumes improvement programme.* (1990)
- Employment and self-employment for school leavers.* (1991)
- Post harvest losses control.* (1992)
- Strengthening of the national hydrological services in Zambia.* (1992)
- Strengthening technical support to the agricultural extension service of the department of agriculture.* (1992)

***The World Bank:**

- 12100 *Zambia - Economic recovery credit.* (1993) Rating: unsatisfactory.
- 11904 *Zambia - Fertilizer industry restructuring project.* (1993)
- Rating: unsatisfactory.
- 11890 *Zambia - Agricultural rehabilitation project.* (1993)
- Rating: unsatisfactory.
- 11555 *Zambia - Economic recovery credit.* (1993) Rating: unsatisfactory.
- 10847 *Zambia - Export rehabilitation and diversification project.* (1992)
- Rating: satisfactory.
- 10846 *Zambia - Industrial reorientation project.* (1992)
- Rating: unsatisfactory.
- 10723 *Zambia - Rural water supply project.* (1992) Rating: unsatisfactory.
- 10677 *Zambia - Fifth education project.* (1992) Rating: unsatisfactory.
- 10341 *Zambia - Agricultural rehabilitation project.* (1992)
- Rating: unsatisfactory.
- 9936 *Zambia - Smallholder dairy development project.* (1991)
- Rating: satisfactory.
- 9703 *Zambia - Tazama pipelines rehabilitation engineering project.* (1991)
- Rating: satisfactory.
- 9702 *Zambia - Technical assistance project.* (1991) Rating: unsatisfactory.
- 9701 *Zambia - Indeni refinery modification engineering project.* (1991)
- Rating: satisfactory.
- 9590 *Zambia - Petroleum exploration promotion project.* (1991)

Rating: satisfactory.

- 9187 *Zambia - Third highway project.* (1990) Rating: unsatisfactory.
- 9171 *Zambia - Maamba coal engineering project.* (1990) Rating: satisfactory.
- 9152 *Zambia - Southern province agricultural development project.* (1990)
- Rating: unsatisfactory.
- 8582 *Zambia - Eastern province agricultural development project.* (1990) -
- Rating: unsatisfactory.
- 8175 *Zambia - Petroleum exploration promotion project.* (1989)
- Rating: satisfactory.
- 8050 *Zambia - Second development bank project.* (1989) Rating: satisfactory.
- 7957 *Zambia - Third railway project.* (1989) Rating: unsatisfactory.
- 7219 *Zambia - Coffee production project.* (1988) Rating: unsatisfactory.