

ZAMBIA

STRATEGY FOR STRENGTHENING ACCOUNTABILITY AND EVIDENCE-BASED POLICYMAKING IN DEVELOPMENT PLANNING PROCESSES IN ZAMBIA

December 2018

Contents

Acronyms and Abbreviations	2
MAP OF ZAMBIA	3
CHAPTER 1: BACKGROUND TO THE STRATEGY	4
1.1 The Socio-economic Context.....	4
1.2 Rationale for Strengthening Accountability and Evidence-based Policymaking in Zambia’s Development Planning.....	5
1.3 Organization of the Document.....	6
CHAPTER 2: SITUATIONAL ANALYSIS.....	7
2.1 Selected Diagnostics of Zambia’s Development Planning Landscape	7
Figure 2: Institutional and Consultative Framework for Development Planning in Zambia.....	9
2.2 SWOT Analysis	10
Table 1.0: SWOT Analysis for the National Planning Processes	10
Table 2.0: SWOT Analysis for the National Statistical System.....	11
2.3 Selected Challenges and Issues.....	11
CHAPTER 3: STRATEGIC ORIENTATIONS	13
3.1 Vision, Strategic Objectives, and Outputs	13
Proposed Vision.....	13
CHAPTER 4: IMPLEMENTATION FRAMEWORK.....	16
4.1 Imperative for Effective Implementation Framework for Integrating Accountability and Evidence-based Tools in National Development Planning Processes	16
4.2. Monitoring and Evaluation	17
4.3 Financing the Strategy – Mobilizing and Leveraging New Sources of Development Planning Finance.....	17
CHAPTER 5: CONCLUSION.....	19
REFERENCES	20

Acronyms and Abbreviations

CSO	Central Statistical Office
CDD	Capacity Development Division
CPs	Cooperating Partners
DA	Development Account
DATTP	Development Account Tenth Tranche Project
M&E	Monitoring & Evaluation
MISs	Management Information Systems
MNDP	Ministry of National Development Planning
MPSAs	Ministries, Provinces, Spending Agencies
MTEF	Medium Term Expenditure Framework
NDP	National Development Plan
NGOs	Non-Governmental Organizations
NPFs	National Performance Frameworks
NSDS	National Strategy for the Development of Statistics
NSF	National Statistics Framework
NSO	National Statistical Office
RECs	Regional Economic Communities
SSSPs	Sector Statistics Strategic Plans
SWOT	Strengths, Weaknesses, Opportunities and Threats
TASC	Tool for Assessing Statistical Capacity
UN	United Nations
UNECA	United Nations Economic Commission of Africa
7NDP	Seventh National Development Plan

MAP OF ZAMBIA



Source: <https://www.nationsonline.org/oneworld/map/zambia-administrative-map.htm>

The Republic of Zambia is a landlocked country in Southern Africa, surrounded by eight countries: the Democratic Republic of Congo to the north; Tanzania to the north-east; Malawi to the east; Mozambique; Zimbabwe; Botswana; and Namibia to the south; and Angola to the west. Lusaka, being the administrative and economic capital city, Zambia's population is concentrated mainly around Lusaka, the Copperbelt, and the main highway to the south-west of Livingstone. Zambia is divided into nine administrative provinces (with the province capital in parenthesis): Central (Kabwe), Copperbelt (Ndola), Eastern (Chipata), Luapula (Mansa), Lusaka (Lusaka), North-Western (Solwezi), Northern (Kasama), Southern (Livingstone), and Western (Mongu).

CHAPTER 1: BACKGROUND TO THE STRATEGY

1.1 The Socio-economic Context

In recent times, the Zambian economy has experienced a fairly steadily growth following its implementation of effective economic management tools in the 1990s and driven by a rebound in copper production, as well as strong economic expansion in construction and services industries, thereby recording about 7.4 percent economic growth between 2004 and 2014. Although agricultural and manufacturing growth must still improve, the recent growth in Zambia has not all been copper-related. Rather, mining (13.5 percent per year), construction (7.4 percent per year), and services¹ sectors (4.8 percent) have played strategically key roles in transforming the economy. It is pertinent to state that though agriculture remains the largest employer of labour, the sector is fraught with several challenges, which include *inter alia*: severe droughts, poor management of farming subsidies, lack of localized produce storage system, underdeveloped cold chains, high costs of seeds and agricultural inputs, and limited investment in irrigation and other related STI tools (World Bank, 2018).

More recently, the Zambian economy has been experiencing a slowdown due to tight global financial conditions as well as domestic challenges such as electricity outages, which intensified in mid-2015, as well as the tight monetary policy that increased the cost of borrowing and constrained credit growth, thereby adversely affecting manufacturing and services sectors (largely construction, wholesale and retail). As part of the Government's strategic response to this looming macroeconomic crisis, the Zambian Government launched its 7th National Development Plan, 2017 – 2021, which is aimed at creating a diversified and resilient economy for sustained growth and socio-economic development. Further, the 7thNDP focuses on five pillars: (i) economic diversification and job creation, (ii) poverty and vulnerability, (iii) reduced developmental inequalities, (iv) enhancing human development, and (v) conducive governance environment for economic diversification.

The 2015 edition of the Mo Ibrahim Index of African Governance (IIAG) reveals that governance status in Zambia stagnated in the last two years, it had improved considerably between 2000 and 2014 such that Zambia was rated 6th out of 12 countries in Southern Africa, and 12th out of 54 countries on the continent. According to the 2018 IIAG, Zambia has further slipped to 18th out of 54 African countries. In view of this, effective governance is crucial to enhancing accountability, transparency, government service delivery, financial management, and efficient public service provision, and the realization of Zambia's Vision 2030 (ECA 2016c).

¹ The services subsector is largely driven by wholesale and retail trade, transport and communication services.

1.2 Rationale for Strengthening Accountability and Evidence-based Policymaking in Zambia's Development Planning

The overall objective upon which this Strategy is articulated is to strengthen the capacities of Zambia's planning and statistics institutions towards integrating accountability frameworks and evidence-based policies in the national development planning processes. This Strategy emanates from the findings and recommendations of two technical Case Studies, undertaken to assess the status of the Planning and Statistic processes of the country, and which discuss the challenges confronting the country in its development planning efforts. Among these challenges are, *inter alia*: the weak linkages between policy cycle and financial cycle; the failure in aligning the budget planning, programming and expenditure to national Development Plan (NDP) and the Vision 2030²; and the non-linkage between the budget planning and the National Performance Framework (NPF). The Strategy further benefitted from stakeholders' engagements, and is underpinned by an evidence-based and data-driven policy-making approach, which relies on building credible accountability frameworks into the planning process with specific milestones and targets that can be verified, measured and monitored.

Strengthening accountability and evidence-based policymaking in development planning is essential to maximizing development outcomes and impacts in the face of resource scarcity. Accountability empowers citizens to understand how, why, and at what costs economic policy interventions are adopted. Most African economies, including Zambia's, are undergoing major macroeconomic reforms which require an efficient accountability mechanism towards identifying obstacles to good governance. Development planning should be informed by accountability mechanisms, thereby providing evidence for successful, as well as failed policy interventions. Thus, the capacity to collect, compile, produce, monitor, evaluate and utilize reliable and robust data within a sound statistical system is required for the integration of accountability frameworks in national development planning processes and programming.

The Strategy builds on the notion that for a country to foster accelerated and sustainable growth and to implement strategies for economic growth, there is the need to establish an accountability-integrated and evidence-based policy making mechanisms in its development planning processes. As such it is a key framework document which focuses on strengthening accountability and evidence-based policymaking instruments in Zambia's development planning processes.

² The Vision 2030 is the overarching programmatic and strategic document, operationalized through rolling-out the Medium Term Strategic Frameworks, and financially covered by the MTSF and annual budget appropriations.

1.3 Organization of the Document

This Strategy document is divided into 5 chapters as follows: after the introductory chapter which focuses on the economic context, objectives and rationale for the Strategy, the second chapter expatiates on the situational analysis of the Statistics System and Development Planning processes of Zambia, while Chapter 3 presents the Strategy. Chapter 4 discusses the implementation framework, as well and the monitoring and evaluation system. Chapter 5 concludes this document based on the key lessons to be learnt and the way forward.

CHAPTER 2: SITUATIONAL ANALYSIS

2.1 Selected Diagnostics of Zambia's Development Planning Landscape

Two important steps have marked the process for articulating the Zambia National Strategy for Strengthening Accountability in National Planning: the assessment of the country's Development Planning and Statistics processes, and the stakeholders' consultation and validation of the case studies reports. This chapter presents a summary of the findings and recommendations of this assessment.

The National Statistics System

The statistics Case Study assesses the Central Statistics Office's ability to collect, compile, produce and use the data, including gender-disaggregated data, necessary to monitor and assess the strengthening of accountability frameworks and evidence-based policymaking in planning processes. As Zambia's statistical system continues to face **increasing** data demands, particularly in the wake of the emerging emphasis on M&E issues as well as the importance of accountability frameworks at national and global levels, some of the striking diagnostics from the study include:

- a. The National Statistical System (NSS) comprises: data producers; data users; data providers; training and research institutions; the media and cooperating partners. Thus, an integrated approach making it possible to foster partnerships among different players of the NSS is necessary.
- b. On a positive note, the introduction of an integrated approach in development planning, exhibited in the 7thNDP (clusters/results areas), has given rise to a more specific routing of data demands
- c. Users' increased knowledge of their data needs could also be attributed to the emergence and emphasis on M & E issues;
- d. Lack of coordination both within CSO and across the NSS presents not only costly solutions which cannot be funded but is also a recipe for conducting "business-as-usual", with no data production.
- e. Overall, the TASC results showed that CSO has medium statistical capacity compared to many developing countries, thereby justifying the need for the speedy approval of the Revised Statistics Act, as well as a coordinated NSS with strengthened institutional capacities.
- f. For effective monitoring and evaluation of development planning documents (Vision 2030, DPs, SDGs), there is *urgent* need to develop statistics capacities and statistics units in the MPSAs for the production of statistics

- g. Technical committees must be established to provide a forum for regular user-producer interface, for the production and dissemination of quality statistics.
- h. Need for massive advocacy to encourage the use of statistics in formulation of policies and monitoring of progress of development plans and programmes.
- i. Need for *substantial* and *coordinated* financial investments in statistical production across the NSS, from Government and its Cooperating Partners.
- j. Necessity to prioritize annual funding for statistical programmes and activities if the expectations of the NSO and sectors are to be fulfilled.
- k. Government has provided a vision on harmonized statistical production underpinned by an enhanced statistical governance system, with assurance of revised legislation.
- l. The NSDS (2014-18) and the successor NSDS2 provide a roadmap that corresponds to the required remedial measures of the gaps existing in the National Statistical System (NSS).

The National Planning System

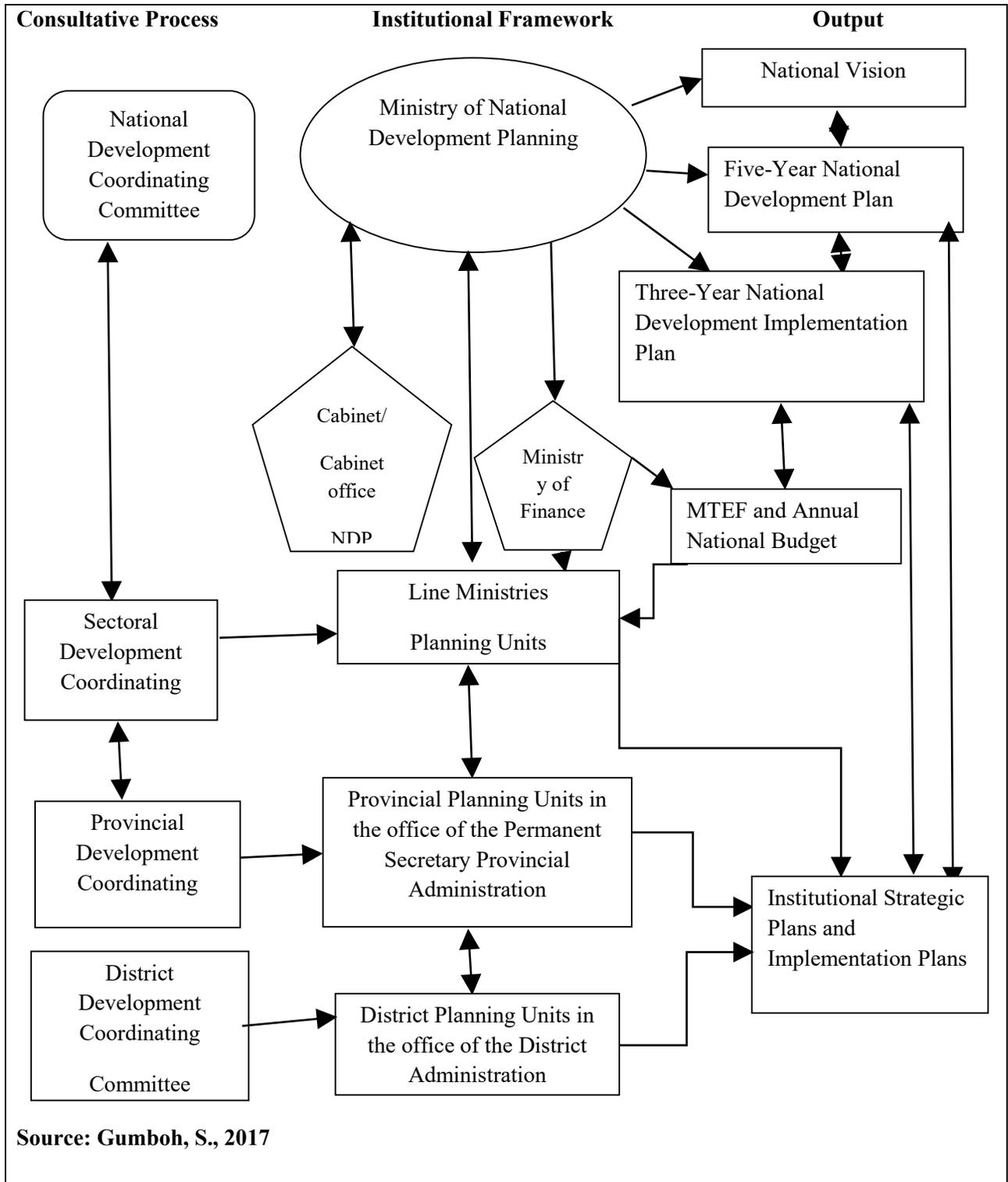
The status and progress of the Zambia's national planning process was assessed with the view of gauging entry points for integrating accountability and evidence-based policymaking approaches in development planning processes. Based on this case study, Figure 2 presents the institutional and consultative framework for the articulation of development planning in Zambia. Some of the selected findings from the planning process case study analysis include:

- a. The need for a development plan with a clear focus/ strategy to conform with the shift from sectoral approach to Integrated or Multi-sectoral approach meant to enhance the promotion of local participation in development planning process.
- b. The necessity for the formulation of a change management strategy to include change management programmes that would bring about mind-set change among all stakeholders, including the general public.

Additionally, the planning Case Study made the following recommendations:

- 1. That Zambia should develop a National Performance Framework (NPF) to enhance policy cycle and strategic vision through establishment of strong linkage between defined National Outcomes and Key Performance Indicators in the NPF with those in NDP and Vision 2030
- 2. The need to develop Sector Performance Frameworks (SPF) to improve the alignment of the MTEF with the NDP and Vision 2030.

Figure 2: Institutional and Consultative Framework for Development Planning in Zambia



2.2 SWOT Analysis

The case studies brought out a wide range of issues with regard to the status of the national statistical institutions and the national development planning processes in Zambia. By and large, these issues were categorized into being either of a positive or a negative nature and stemming from within or external to the NSS and the national planning realm. As such, internal strengths, weaknesses, opportunities and threats (SWOT) have been identified, evaluated, and presented in Table 1.0 for development planning, and Table 2.0 for the national statistical systems.

Table 1.0: SWOT Analysis for the National Planning Processes

Strengths	Weaknesses
<ol style="list-style-type: none"> 1. Country has a defined National Long-Term Vision (2030) 2. Development planning processes in Zambia anchored on National Development Plans since 2005. 3. Availability of manual on Programme Implementation and Project Appraisal (PIPA) for enhanced development planning processes. 4. Existence of the planning and budgeting framework. 5. Existence of National Performance Frameworks (NPFs) 5. Institutionalized monitoring and evaluation (M&E) functions in all MPSAs 6. Increasing competences of M&E practitioners 	<ol style="list-style-type: none"> 1. Weak linkages between national development plans and national budgets 2. Weak inter-sectoral coordination and programme linkages leading to poor implementation sequencing and, ultimately wastes of resources 3. Inadequate annual budgeting procedures and unpredictability of budgetary releases 4. Ineffective use of information/statistics in the planning and budgeting decision-making strategies. 5. Lack of a national programme/project appraisal system resulting in weak prioritization. 6. Inadequate M&E human resources capacity (in terms of numbers and skills) across sectors.
Opportunities	Threats
<ol style="list-style-type: none"> 1. Initiation of National Planning and Budgeting Bill and re-aligning of the key development planning institutions. 2. Increased government commitment to integrated accountability and evidence-based tools in national development planning and processes. 3. Increased awareness and need for monitoring and evaluation. 	<ol style="list-style-type: none"> 1. Failure to enact the National Planning and Budgeting Bill

Table 2.0: SWOT Analysis for the National Statistical System

Strengths	Weaknesses
<ol style="list-style-type: none"> 1. Increasing role of data and its relevance in national planning. 2. Existence of core statistical competences 3. Established statistical infrastructure i.e. field organization; business register and geographical frame 4. Compliance with professional and international standards 5. Existence of statistical policy i.e. National Strategy for the Development of Statistics (NSDS) 	<ol style="list-style-type: none"> 1. Weak coordination and harmonization mechanisms for multiplicity of producers of statistics 2. Non-existence of Management Information Systems in some ministries/institutions; 3. Existence of data gaps even in ministries/institutions having MIS thus making them ineffective and inefficient; 4. Absence of a centralised database; 5. Inadequate human resources to effectively manage the statistical production processes; 6. Inability by some decision makers to effectively use statistics; and 7. Weak partnerships among stakeholders 8. Limited interaction between producers and users of statistics.
Opportunities	Threats
<ol style="list-style-type: none"> 1. Increased government commitment to development of statistics 2. Dynamic and increased demand for data 3. Increased awareness and understanding of the need for statistics 	<ol style="list-style-type: none"> 1. Limited knowledge of national and international development processes and statistical standards 2. Under-development of the NSS 3. Failure to enact the Statistics Bill 4. Resource constraints 5. Limited coordination and collaboration in statistical production 6. Under-developed Sector Management Information Systems 7. Non-existence of in-service training 8. Limited human resources 9. Lack of timeliness in data release 10. Lack of ease of data access 11. Un-prioritized funding for the census and survey work programme

2.3 Selected Challenges and Issues

One of the striking and insightful findings accruing from Zambia’s development planning and statistics diagnostics is the need for Government to heighten the development of a National Performance Framework (NPF). This will contribute to enhancing the development planning and policy cycle and strategic vision through establishment of strong linkage between defined National Outcomes and Key Performance Indicators in the NPF with those in NDP and the Vision 2030.

Further, the need for Sector Performance Frameworks (SPF) to improve the alignment of the MTEF with the NDP and Vision 2030 was raised. In addition, the development of a National M&E Policy Framework and Master Plan to guide implementation across Government levels, agencies and sectors; development of a strategy to strengthen enhancement of capacity (both human and institutional) across Government levels, agencies and sectors was found to be necessary. The studies further found that the elaboration of a comprehensive Change Management Plan to address issues of communication and objectivity in the development planning processes has become necessary. By implication, this would enable freeing up of budgets for the expansion of innovative programmers as well as strengthening accountability in the collection and reporting of sectoral and programmatic operations and outcomes. Finally, the Development Planning and Statistics Case Studies have equally highlighted existing capacity gaps in the national planning processes as a whole.

CHAPTER 3: STRATEGIC ORIENTATIONS

3.1 Vision, Strategic Objectives, and Outputs

As a crucial condition for sustainable development, the formulation of a National Strategy for strengthening accountability and evidence-based policymaking in development planning requires an effective coordination of different sectoral policies with respect to sustainable development. This Strategy which is aimed at adopting accountability framework as part of attaining Zambia's sustainable development goals, as delineated in the country's Vision 2030, is based on a SWOT analysis approach as described in section 2.2. This Strategy document proposes an overall vision, aligned with the national Vision, and identifies key objectives, activities and outputs to attain that vision, based on recommendations made from the Case Studies and their validation by the stakeholders.

Proposed Vision

The following vision for the process of strengthening accountability in Planning was proposed by the Zambian stakeholders:

“Strengthened accountability in a coordinated and transparent planning system anchored on quality statistics by 2030.”

This vision, which represents the ultimate desired outcome of the implementation of this strategy, is in conformity with the country's Vision 2030. In fact, with this vision, the Strategy becomes an instrument for helping to achieve Zambia's development goals, in a coordinated, transparent and sustainable manner. In other words, strengthening accountability in planning is part and parcel of achieving Zambia's Vision 2030.

Hence, the following strategic objectives have been developed and designed to achieve the strategic vision described above:

- **Strategic Objective 1:** To enhance accountability and evidence-based policy making in development planning process.
 - **Output 1:** National Performance Framework (NPF)
 - **Justification:** Enhancement of policy cycle through establishment of strong linkage between defined National outcomes and key performance indicators in the NPF with those in the NDP and vision 2030.

- **Output 2:** Sector Performance Frameworks (SPF)
 - **Justification:** Improvement in the alignment of the MTEF with the NDP and Vision 2030.
- **Strategic objective 2:** To enhance the use of project planning and appraisal system in development planning processes.
 - **Output 1:** Project Planning, Appraisal and Management Framework
 - **Justification:** Key to translation of policy into strategic and prioritized public investment for efficiency in allocation of development funds.
 - **Output 2:** Improved planning, programming and project design by the use of a variety of programme design processes and methodologies.
 - **Justification:** Sound preparation and well-managed, transparent processes throughout the project life cycle, combined with matching of project preparation and project financing.
- **Strategic Objective 3:** To enhance the provision of information required for evidence-based development planning, transparent and accountable budgeting.
 - **Output 1:** National M & E Policy and Master Plan
 - **Justification:** M & E Policy framework would spell out the best practices, principles, processes, standards and procedures underpinned by an Implementation Plan, M & E Guidelines/ Manual and Tools for use across Government.
 - **Output 2:** Sector Annual M & E Plans
 - **Justification:** To enhance systematic M&E of each sector's strategic goals, objectives, programmes and projects. Annual M & E Plans would act as a catalyst to MPSAs to proactively move away from activity-based implementation and reporting to performance-based budget allocation, implementation and tracking of progress.
- **Strategic Objective 4:** To enhance resource mobilization and expenditure prudence
 - **Output 1:** Prioritized donor coordination in all Sectors.

- **Justification:** Key tool to identifying statistical capacity areas for improvement and for justification of funding for training on specific areas of focus. Key aspect to assessment of progress of NSO to respond to provision of evidence-based development planning, monitoring and evaluation.

CHAPTER 4: IMPLEMENTATION FRAMEWORK

4.1 Imperative for Effective Implementation Framework for Integrating Accountability and Evidence-based Tools in National Development Planning Processes

Accountability-integrated and evidence-based development planning does not happen by itself or in vacuum, it requires a pro-active policy design and comprehensive realistic implementation framework which should be anchored on the country's policy priorities and Vision. More specifically, the implementation of the Strategy will largely be enhanced through the institutional arrangements as for the previous NDPs with the PDCCs and DDCCs continuing to perform their functions as earlier stated under the formulation process. Implementation may however call for the inclusion of the Ward Development Committees (WDCs) at the local level, while at sector level, Sector Advisory Groups (SAGs) have been re-aligned to Cluster Advisory Groups (CAGs), which shall be an assembly of sectors sharing common overall objectives. At the central level, the Cabinet through the National Development Coordinating Committee (NDCC) will continue playing an oversight role. In addition, government institutions will be expected to elaborate inter- and intra-sectoral synergies that will result in complementary efforts towards the implementation of various components of the strategy. The relationships among a host of institutions are to be clearly mapped and developed in a manner that promotes reinforcement of outcomes by all the players.

In order to realize the aspirations of this Plan, the Government as part of the implementation strategy will formulate a change management strategy to include change management programmes aimed at bringing about mind-set change among all stakeholders, including the general public. This is to involve packaging the integrated approach to planning and implementing the Strategy and communicating the approach to stakeholders. The implementation will take cognizance of the prevailing conditions of large heterogeneity which characterizes the Zambian communal systems, which require more decentralized and participatory approaches. In fact, national, sub-national and grassroots sub-strategies need to be developed in order to define how to utilize accountability frameworks and evidence-based tools for development planning, new approaches explored and established to successfully strengthen institutional capacities for implementation. This will help to ensure that the development is a bottom-top approach rather than the cases of previous Zambia's development planning strategies which adopt top-down approach. The bottom-top approach will

foster local ownership, joint participation and mutual celebration of success. It also promotes development effectiveness through increased decentralization to field offices, strategically focusing on the seven priority areas of special engagement.

Further, both national and sub-national governments will invest both financial and non-financial resources for the launching of the Strategy; and communities' members and its civil society organizations (CSOs) will drive the process. A critical success factor in stakeholders' participation is active engagement in the full range of sustainable development activities, as well as the national Strategy. Thereafter, communities compete healthily amongst themselves in order to foster development planning across communities, provinces, states, and at the nation level.

4.2. Monitoring and Evaluation

The monitoring and evaluation framework for this Strategy will be embedded and conform to the 7th National Development Plan (NDP 7) and Vision 2030 existing M&E frameworks. It will follow a Results-Based Management (RBM) model in order to ensure that the Strategy is well monitored to allow for necessary measures to be taken in a timely fashion so as to make sure the intended objectives are achieved. The M&E framework for this Strategy will, in the same vain, follow a Results-Based Budgeting (RBB) approach, which creates linkages between development policy and the budget cycle. It is envisaged that the strengthening of evidence-based policy-making approach in the national development planning process would further enhance the identification of gaps where evidence of programme effectiveness is lacking. With this strategy, policymakers would be enabled to use evidence and accountability tools in making development and budget decisions.

With the understanding that accountability-integrated and evidence-driven development planning policymaking relies much on systems to monitor implementation and measure key outcomes, this therefore warrants the development of a National M&E policy framework that would spell out the M&E best practices, principles, processes, standards and procedures. In other words, the underpinning factor would be the development of an Implementation Plan, M&E guidelines, manuals and tools for use or adaption across government.

4.3 Financing the Strategy – Mobilizing and Leveraging New Sources of Development Planning Finance

Zambia's capability to mobilize domestic resources towards implementing this proposed strategy, as well as other national development programmes is determined by the size of economic activities that it generates, its economic growth performance, capacity to raise and manage tax revenue and the efficiency of its financial system. The key imperatives for financing the implementation of the

Strategy include *inter alia*: policy, governance, capacity development and institutional reforms towards fostering an enabling environment for domestic financial resources potentials. A quick look at the state of development planning finance reveals that the fundamentals exist for Zambia to raise more domestic resources opportunities through domestic taxes, etc. The increasing need to harness Zambia's vast resources for the country's long-term growth and sustainable development trajectory. Further, the adoption of innovative and viable financial instruments can help the Zambian Government mobilize domestic resources. Additionally, building partnership and leveraging limited public resources towards mobilizing investments from the private sector and various sources aligned with the national priorities is very vital.

CHAPTER 5: CONCLUSION

This Strategy aims at ensuring that accountability framework and evidence-based policymaking are fully integrated in Zambia's national development planning and processes. Enhanced capacities in Planning as integrated to the national Statistics system remain the most significant means for the implementation of the Strategy due to the fact that it provides the ability for setting priorities, developing programmes, designing appropriate implementation frameworks, and monitoring and evaluation of the National Strategy. As a core component of the human and institutional capacity requirements for implementing the strategy, there is the need to (1) designate lead institutions to manage the implementation of the Strategy; (2) conduct stakeholders' consultants to generate further ideas, knowledge and information that will contribute to the development of implementation frameworks and guidelines; and (3) strengthen the coordinating capacity of the lead institutions.

A number of forward-looking lessons have emerged that are of relevance to the Strategy. One of these is the need to strengthen existing platforms, as well as establish more democratic institutions at all levels of decision making through all categories of stakeholders; as well as empowering these institutions to promote stakeholders' ownership of the Strategy. Further, the adoption of accountability-integrated Strategies will not happen spontaneously. Rather, it requires coherent policies and institutions which are entrenched in a comprehensively articulated sustainable development strategy.

Within this framework, the innovative way forward is to deepen the involvement and capacities on civil societies, non-State actors, non-executive branch State actors and related entities to go beyond sensitization, dissemination and advocacy towards effectively including them in the relevant stages of integrating accountability in development planning processes.

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