

**LOCAL DEVELOPMENT PLANNING AND MANAGEMENT  
IN RURAL DISTRICTS OF ZAMBIA:  
THE CASE OF CHONGWE.**

**By**

**MULIMBA YASINI**

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THE REQUIREMENTS OF THE DEGREE OF MASTER OF SCIENCE IN GEOGRAPHY.**

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## **DECLARATION**

I declare that this dissertation represents my own work. It is submitted for the Master of Science (MSC) degree in Geography at the University of Zambia, Lusaka. It has not previously been submitted for any other degree or examination at UNZA or any other University.

Signature:.....

Name: .....

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## APPROVAL

This dissertation of ..... has been approved as fulfilling the requirements for the award of ..... in ..... by  
The University of Zambia

Name

Signature

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Internal Examiner

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Name

Signature

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Internal Examiner

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Name

Signature

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Internal Examiner

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.....  
Date of Approval

## **DEDICATION**

I would like to dedicate this dissertation to my dear wife and children; Chipayeni, Mumuni and Liluba with great thanks for their long standing love and support during the long period of my study.

## **ABSTRACT**

### **LOCAL DEVELOPMENT PLANNING AND MANAGEMENT IN RURAL DISTRICT OF ZAMBIA: THE CASE OF CHONGWE**

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Assessing and improving capacity for Chongwe District Council (CDC) has become more and more important as the Government through the decentralization policy transfers huge responsibilities in terms of planning, implementation of development plans and management of public services to local governments and communities. Apparently, no comprehensive study has been carried out in the District to assess the capacity of the Council to plan, implement development plans and manage public services. Most of the studies have been focusing on city councils. Therefore, the aim of this study was to examine the capacity of CDC in terms of planning, implementation of development plans and management of public services in the district. The study focused on three aspects of capacity namely; managerial, technical and fiscal capacities, and the effectiveness of community participation.

Managerial capacity was examined in terms of the effectiveness of services provision by the Council, and availability and qualifications of staff. Technical capacity was examined in relation to the availability of equipment for planning and service provision. While fiscal capacity was examined with respect to sources of revenue and expenditure patterns for the Council. The effectiveness of community participation was examined with regard to the capacity of Area Development Committees (ADCs) to effectively participate in development planning.

A Sample size of 86 respondents was selected from Chongwe urban area for interviews using availability sampling method. Senior Council officials, Councillors and members of ADCs were also selected for interviews using purposive sampling method. Further, documents from CDC and Central Statistical Office (CSO) were used.

The findings of the study demonstrate that Chongwe District Council does not have adequate capacity with respect to managerial, technical and fiscal capacities. In terms of managerial capacity, the findings have demonstrated that service provision by the Council is ineffective as is evident from poor roads and solid waste collection. Further, the findings have shown that the Council does not have adequate staff with regard to the number and relevant qualifications.

Regarding technical capacity, the findings reveal that the Council does not have adequate equipment such as computers, utility vehicles, graders and bull dozers for planning and service provision. In relation to fiscal capacity, the findings indicate that the Council has several sources of revenue of which licenses and levies are the most important source. However, the Council is unable to maximize revenue collection from these sources due to factors such as the abolition of crop levy by the Central Government and the effects of the global credit crunch of 2008 on

export earnings by commercial farmers. In addition, the findings have shown that the Council spends a large portion of its revenue on personal emoluments as opposed to service provision. In terms of community participation, the findings show that community participation in development planning is ineffective as most ADCs face a lot of challenges such as lack of equipment, finances and specific policy and legal framework.

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## ACRONYMS AND ABBREVIATIONS

<b>ADC</b>	Area Development Committee
<b>ATD</b>	Accounts Technician Diploma
<b>AWA</b>	Drinking Water Academy
<b>CBO</b>	Community-Based Organisation
<b>CDC</b>	Chongwe District Council
<b>CDC</b>	Chongwe District Council
<b>CDC</b>	Community Development Officer
<b>CDF</b>	Constituency Development Fund
<b>CMC</b>	Choma Municipal Council
<b>CSO</b>	Central Statistical Office
<b>DA</b>	District Assembly
<b>DDCC</b>	District Development Coordinating Committee
<b>DDP</b>	District Development Plan
<b>DNC</b>	Draft National Constitution
<b>DPO</b>	District Planning Officer
<b>DPU</b>	District Planning Unit
<b>EHT</b>	Environmental Health Technician
<b>FNDP</b>	Fifth National Development Plan
<b>FSDP</b>	Free State Development Plan
<b>FSGS</b>	Free State Growth and Development Strategy
<b>GMA</b>	Game Management Area
<b>ICMA</b>	International City/Country Management Association
<b>IDP</b>	Integrated Development Plan
<b>ILGAZ</b>	Institute of Local Government Administrators of Zambia
<b>ITCZ</b>	Inter-Tropical Convergence Zone.
<b>LCC</b>	Lusaka City Council
<b>LDC</b>	Luwingu District Council

<b>LED</b>	Local Economic Development
<b>LG</b>	Local Government
<b>LGAZ</b>	Local Government Association of Zambia
<b>LGDP</b>	Local Government Development Programme
<b>MDDP</b>	Mukono District Development Project
<b>MLGH</b>	Ministry of Local government and Housing
<b>MOU</b>	Memorandum of Understanding
<b>NATECH</b>	National Accounts Technician
<b>NCC</b>	Ndola City Council
<b>NDP</b>	National Decentralisation Policy
<b>NGO</b>	Non Governmental Organisation
<b>NIPA</b>	National Institute for Public Administration
<b>OAG</b>	Office of the Auditor General
<b>RCM</b>	Report Card Method
<b>SAP</b>	Structure Adjustment Programmes
<b>SSBAC</b>	Small Scale Business Association of Chongwe
<b>UNCDF</b>	United Nations Capital Development Fund
<b>UNDP</b>	United Nations Development Programme
<b>UN-HABITAT</b>	United Nations Human Settlements Programme
<b>USAID</b>	United States Aid for International Development
<b>ZAMSIF</b>	Zambia Social Investment Fund
<b>ZICA</b>	Zambia Institute of Certified Accountants
<b>ZNBS</b>	Zambia National Building Society

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# **CHAPTER ONE**

## **INTRODUCTION**

### **1.1. Background**

In recent years, expectations for effective development policies and initiatives seem to shift from the realm of nation-state, which is increasingly seen as incompetent, to the sub-region or local level (Egziabher and Helmsing, 2005). This shift started in the developed countries of Europe and North America where planning for, and promotion of local economic development (LED) emerged in the 1970s (Egziabher and Helmsing, 2005; Swinburn, 2006; Hampwaye, 2008a). The emergence of LED was in response to (i) liberalization and privatization coupled with decentralization which was happening in the developed world; (ii) social and economic crises in localities brought about by the Structure Adjustment Programmes (SAP), drought, wars, civil strife and failure of the centralized (top-down) development strategies in the developing countries; and (iii) spatial inequalities of access to opportunities between the urban centers and the rural areas (Lavrov and Sdasya, 1988; Hampwaye, 2008a).

Today, towns and cities as well as rural areas face an ever increasing number of challenges. Accordingly, LED is becoming an increasingly important activity across communities throughout the world (Swinburn, 2006; Lavrov and Sdasya, 1988; Hampwaye, 2008a). In Africa, LED initiatives and experiences are growing, particularly following the implementation of the decentralisation processes in several Sub-Saharan African countries (Hampwaye, 2008a). Advocates of LED have, however, argued that planning for and implementation of LED initiatives depends on the capacity of local governments and the local actors, which in most cases have been lacking in most localities (Hampwaye, 2008a). It is argued that in most cases LED initiatives have been unbalanced, being more successful in larger and well-resourced metropolis than in smaller urban and rural areas (Hampwaye, 2008a).

In Zambia, the centralized development approach characterized development planning between 1964 and 1990 (Jorgensen and Demesmaker, no date). This centralized development approach taken by the government and the reduction in copper prices at the international market, led to the

decline in the local economies (Jorgensen and Demesmaker, no date). The development approach neither provided adequate opportunities for the rural poor to increase their incomes nor generated employment opportunities for the fast-growing urban labour force (Jorgensen and Demesmaker, no date). Urban areas experienced a decline in the provision of social services as a result of inefficient delivery system, and mushrooming of unplanned settlements. Rural areas experienced a decline in agriculture production due to poor marketing system by the government. Consequently, there was a shift by the Central Government to an increasing focus on the “bottom-up” development strategies and decentralization emphasizing a locally-driven approach to development planning (LED) (Hampwaye, 2008a). In particular, since 1991, the central government has been implementing various LED initiatives (Hampwaye, 2008a). These include Integrated Development Plans (IDP), District Development Plans (DDPs) and City Strategic Plans (Ktember, 1999; Hampwaye, 2008a). However, studies conducted in Urban Districts such as Lusaka, Kitwe, Livingstone and Ndola, have shown that the local authorities have inadequate capacity to implement development plans (Hampwaye, 2008a).

While a number of studies have been carried out in urban areas with respect to the capacity of local authorities to plan, implement development plans and manage public services, little research has been done in rural districts. Therefore a study was undertaken in Chongwe District to assess the capacity of the Council plan, implement development plans and manage public services

## **1.2. Statement of the Problem.**

Assessing and improving capacity for Chongwe District Council has become more and more important as the government, through the decentralization policy, transfers huge responsibilities in terms of planning and implementation of development plans and management of public services to local governments and communities. Apparently, no comprehensive study has been done in the District to assess the capacity of the local authority to plan and implement local development plans and manage public services. Most of the studies have been focusing on city councils. Therefore, there has been an information gap or *lacuna* in terms of capacity constraints

affecting rural district councils in Zambia with regard to planning, implementation of development plans and managing public services.

### **1.3. Aim of the Study**

The aim of the study was to examine the capacity of Chongwe District Council in terms of planning, implementation of development plans and management of public services such as solid waste and roads in Chongwe District.

### **1.4. Objectives of the Study**

The following were the specific objectives of the study with respect to planning and implementation of development plans and management of basic services in Chongwe District.

- i. to assess the managerial capacity of Chongwe District Council,
- ii. to assess the technical capacity of Chongwe District Council,
- iii. to evaluate the fiscal capacity of Chongwe District Council and
- iv. to assess the effectiveness of community participation.

### **1.5. Research Question**

Within the specific objectives outlined above, the study sought to answer the following question:

Does Chongwe District Council have the capacity to plan, implement development plans and manage public services in the District?

## **1.6. Significance of the Study**

The findings of this research will provide benefits to the Government of the Republic of Zambia, the District Councils and Community. The findings will further provide benefits to students, researchers and academicians.

The Government will be well informed on the specific capacity problems facing District Councils and the Community with respect to planning, implementation and management of public services. This will help the Government to design specific capacity building programmes for District Councils and the Community for the successful implementation of the decentralisation policy. Chongwe and other District Councils will be able to enhance their own capacities and effectiveness in planning, implementation and management of public services by working on their capacity constraints. Local Communities, through ADCs, will be able to participate effectively in developmental activities in the district as the government and other stakeholders will know their specific capacity problems and improve on them.

Research findings of this study will also add value to the literature on local development planning and management in Zambia. This will serve as reference for students, researchers and academicians, from the University of Zambia and other Institutions of higher learning.

## **1.7. Definitions of Key Terms**

**1.7.1. Capacity:** refers to the ability of the council to perform functions effectively, efficiently and in a sustainable manner

[www.ifad.org/evaluation/guide/annexa/a.htm](http://www.ifad.org/evaluation/guide/annexa/a.htm)

**1.7.2. Decentralisation:** refers to the transfer of responsibilities for planning, management and resource raising and allocation from the central government and its agencies to the lower levels of government (Work, 2002).

- 1.7.3. Effectiveness:** refers to the degree to which the local community appreciates services delivered by the local authority (Lolojih, 2008).
- 1.7.4. Fiscal Capacity:** the ability of a council to generate taxes and other revenues from its own sources  
[www.asip.org.ar/en/revistas/42/johnson.../johnson\\_roswick\\_01.php](http://www.asip.org.ar/en/revistas/42/johnson.../johnson_roswick_01.php).
- 1.7.5. Local Authority:** refers to an institution created by the central government to provide public services to the citizenry (Lolojih, 2008).
- 1.7.6. Local Government:** this is a system of government at local level through which local people manage affairs (e.g. Councils, sub-district structures and traditional establishments recognized by the Government) (Zambia, 2002).
- 1.7.7. Local Development:** is a particular form of development in which local factors (human, institutional and physical resources) constitute the principal basis for local economic growth (Egziabher and Helmsing, 2005).
- 1.7.8. Managerial Capacity:** refers to the availability of suitably qualified staff able to understand the regulatory requirements and manage the operations of the local authority (DWA, 2002).
- 1.7.9. Planning:** is the process of setting goals, developing strategies and outlining tasks and schedules to accomplish goals  
[www.investorwords.com/3710/planning.html](http://www.investorwords.com/3710/planning.html)
- 1.7.10. Technical Capacity:** refers to the availability of capital equipment (such as refuse tractors, graders, utility vehicles and computers) that is necessary for planning, implementation and management of public services by the local authority (Lolojih, 2008).

## **1.8. Structure of the Dissertation**

This dissertation is structured as follows: Chapter Two provides the theoretical framework of the study. The chapter discusses the concept of top-down and bottom-up development paradigms, decentralisation and LED. Chapter Three presents the recent literature review from studies carried out by different authors in Sub-Saharan Africa countries such as Uganda, Ghana, South Africa and Zambia, concerning decentralisation and capacities of local governments and LED planning experiences. In chapter Four, the dissertation describes the study area with respect to the location and size, administration, population, economy and infrastructure. Chapter Five looks at the methodology of the study in relation to research design, selection of the study area, data collection method, sample size, sampling procedure and data presentation and analysis. Chapter Six presents the findings of the study regarding managerial capacity, technical capacity and fiscal capacity of Chongwe District Council in terms of planning, implementation of development plans and management of services. Additionally, the chapter presents the findings of the study in relation to the effectiveness of community participation in planning, implementation and management of services. Chapter Seven looks at the discussion of the results. The discussion focuses on the effectiveness of service provision by Chongwe District Council, number and qualifications of staff and availability of equipment for planning and service provision. Further, the discussion focuses on the revenue sources and expenditure pattern for the District Council. Chapter Eight focuses on the conclusion and recommendations of the study.

## **CHAPTER TWO**

### **THEORETICAL FRAMEWORK**

#### **2.1. Introduction**

This chapter focuses on the theoretical framework for the study. It looks at the “top-down” (Development from Above) and “bottom-up” (Development from Below) development approaches to development planning, the concept of decentralization and LED.

#### **2.2. Development from Above Verses Development from Below**

According to Egziabher and Helmsing (2005), the centre-down development paradigm, often referred to as “trickle-down” approach, “top-down” approach or development from above, rests on the assumptions that development should start in a relatively few dynamic sectors and geographical clusters and then spread over time to the rest of the spatial system. It is basically an urban-dominated model and draws its theoretical foundations from the economic development and modernization theory of capitalism. Further, Egziabher and Helmsing (2005), noted that the ideals of modernization claim that, in order to achieve economic growth, development must be unequal both in functional and territorial space. At the global level, ‘top-down’ development approach promotes that development experiences and patterns should trickle-down from the industrialized nations to other countries. Developing countries, in particular, have been expected to imitate what has been done in the developed nations. The key proponents of the centre-down development paradigm are Albert Hirschman, François Perroux and John Friedman (Hansen, 1981).

The “bottom-up” development paradigm or development from below on the other hand holds that decisions and power should be as close to the bottom as possible with decisions coming from the region rather than being imposed from outside (Stohr, 1981). It primarily argues for regions to take control of their own institutions to initiate economic development and create the life-style desired in the regions (locality) (Egziabher and Helmsing, 2005). Policy emphasis,

therefore, will need to be oriented towards: territorial organization; labour-intensive activities; small, medium and micro scale enterprises/projects (that would use local resources) rather than imported heavy industries; and of course, local development initiatives rather than nation-state controlled economic growth schemes (Egziabher and Helmsing, 2005).

Stohr (1981), argued that the center down model has proved to be unsuitable for the developing countries because it is (i) alleged to have contributed to the dependence on the developed countries and multi-national corporations based in countries, which have continued to develop on the expense of the poor nations; (ii) the persistent dominance of one or a few large cities, which have critical problems of unemployment and underemployment themselves and (iii) persistent and growing food shortages and deteriorating material conditions in the country side. Many people, therefore, welcome a shift in development paradigm from the top-down approach to the bottom-up approach. Today much is said about ideals such as “bottom-up” rather than “top-down” planning and decentralization rather than centralization (Zambia, 2002b; Egziabher and Helmsing, 2005).

### **2.3. The Concept of Decentralization**

While decentralisation has undoubtedly gained popularity within the last two decades, it is not a new concept. The term decentralisation attracted attention in the 1950s and 1960s when British and French colonial administration prepared colonies for independence by devolving responsibilities for certain programmes to local authorities (Work, 2002). In the 1980s decentralisation came to the forefront of the development agenda alongside the renewed global emphasis on governance and human-centered approaches to human development (Work, 2002). Today, both developed and developing countries are pursuing decentralisation policies as instruments to ensure broader participation of citizens as well as to improve local governance leading to poverty reduction.

There are three broad types of decentralisation: political, administrative and fiscal and four major forms of decentralisation: devolution, delegation, deconcentration and divestment and deconcentration (Work, 2002; Zambia, 2002). Political decentralisation is the transfer of



authority (political power) to representatives and downwardly accountable actors, such as elected local governments (Work, 2002; Yuliani, 2004). The most obvious manifestations of this type of decentralisation are elected and empowered sub-national forms of government ranging from village councils to state level bodies (Work, 2002). Devolution is considered a form of political decentralisation. Devolution refers to the full transfer of responsibility, decision-making, resources and revenue generation to a local level public authority that is autonomous and fully independent of the devolving authority (Work, 2002; Zambia 2002).

Administrative decentralisation is the transfer of decision-making authority, resources and responsibilities for the delivery of a selected number of public services from the central government to local government (Work, 2002; Yuliani, 2004). There are two major forms of administrative decentralisation: Deconcentration and Delegation (Work, 2002). Deconcentration refers to the transfer of authority and responsibility from one level of the central government to another while maintaining the same hierarchical level of accountability from the local units to the central government ministry or agency, which has been decentralised (Work, 2002; Yuliani, 2004). Delegation is the transfer of functions and resources to a subordinate authority with capacity to act on behalf of superior authority without a formal transfer of authority in the same structure (Work, 2002; Zambia, 2002; Yuliani, 2004).

Fiscal decentralisation refers to the transfer of financial responsibilities in as far as the generating of revenue as well as authority to make expenditure decisions from the central government to the lower levels of government (Work, 2002; Yuliani, 2004; Hampwaye, 2008a). This is the core function of decentralisation as the discharges of devolved functions by the local governments (LGs) require matching financial resources from the central government (Hampwaye, 2008a). Arrangements for resource allocation are often negotiated between the central and local authorities based on several factors including interregional equity, availability of resources at all levels of government and local fiscal management capacity (Work, 2002).

Divestment, according to Work (2002), is when planning and administrative responsibility or other public functions are transferred from government to voluntary, private or non-governmental institutions with clear benefits to and involvement of the public. This often

involves contracting out partial service provision or administrative functions, deregulation or full privatization.

The benefits of decentralisation can be placed into three groups: administrative, political, and fiscal. In terms of administrative benefits, one of the main benefits is the reduction in bureaucracy and an improvement in government responsiveness (Goldman, 1998). According to Hadingham (2003), the proximity of local government to service users means that, provided that they have sufficient autonomy, they can be more responsive to local needs than central government. At the local level, institutional capacity building is also a benefit, as is the increase in the scope for developing partnerships with outside organizations (Goldman, 1998). The political benefits include an increase in transparency and accountability. Local government can keep people informed as they are in direct contact with users of services in that local communities who are better placed to influence politics and policy at the local level than at the national level. Communities can also put direct pressure on local authorities if they are unhappy with the delivery of services (Hadingham, 2003). This would result in improvement in political service delivery, thereby leading to more trusting relationships between ‘clients’ and public servants (Goldman, 1998). The improved targeting of the poor is also a positive, along with better identification and execution of micro-projects. Further, Fisman and Gatti (2002) suggests that decentralization may in fact be effective in reducing corruption, thus lending support to conventional wisdom, as well as the position taken on this issue by such organizations as the World Bank. In terms of fiscal decentralisation, Hadingham (2003) noted that local authorities can optimize local sources of revenue by levying local taxes, fees and user charges and using the income locally, and allocation from the centre is also lobbied for.

However, there are also problems that have been reported with decentralisation. Administratively, accountability can remain low. Goldman (1998) argues that unless provisions are put in place for a system of local accountability, this can lead to an increase in central power, which can now pervade to lower levels. Professional staff are often unwilling to live and work in remote areas, and staff that are available are often unwilling to live and work in remote areas (Hadingham, 2003). Further, members of staff that are available are often poorly trained, lacking in motivation and have low levels of capacity. Goldman (1998) notes that political drawbacks

include a lack of accountability due to the unclear nature of legal frameworks that specify local government powers and responsibilities (this is often found to be of particular relevance when decentralisation occurs quickly without enough regard to implementation). In addition, political accountability can sometimes remain weak and oriented more towards the centre than local voters, and in some cases central power can in fact increase (Goldman, 1998). Another problem resulting from decentralisation relates to organizational capacity as different levels of organizational capacity can lead to an increase in inequalities between communities and regions. Fiscal problems generally revolve around local taxes being raised; this is usually unpopular and thus it also means that larger contributions from the centre may be needed (Goldman, 1998). Further, according to Hampwaye (2008a), the local authorities often lack the means to sustain economic activity due to the fact that their increased responsibilities have not been matched with adjustments in revenue powers or transfers from the central government.

Whilst there are drawbacks to decentralisation some experts have argued that decentralisation is necessary due to the inherent deficiencies of centralisation (Stohr, 1981). Hadingham (2003) argues that the way in which decentralization is undertaken and the impact that it has is heavily dependent on the context in which it takes place. Consequently, it is not easy to generalize about what makes the implementation of decentralisation successful. Momba (2002) argues that for decentralisation to work three prerequisites must be met: the first is that there has to be a “viable local political mechanism to determine local preferences and hold the local governments accountable to their constituents; secondly, local government must have the institutional, technical and managerial capacity to deliver services demanded by their constituents; and thirdly, they must have access to the financial resources required to meet their responsibilities

#### **2.4. Local Economic Development (LED)**

Egziabher and Helmsing (2005) argued that LED as an emerging theory has evolved within the context of the shift in the development paradigms and decentralisation. Decentralisation has transferred considerable responsibilities to local governments, often without adequate revenue assignment. Thus, local governments are taking an increasing interest in LED. LED is defined as a process in which partnership between the public, the private and the community sectors are

established to manage existing resources, to create decent jobs, improve quality of life for everyone (including the poor and marginalized) and stimulate the economy of a well-defined territory (Egziabher and Helmsing, 2005; UN-HABITAT, 2005). The objective of LED is to encourage local participation and consensus building in determining economic and social welfare initiatives for the community (Egziabher and Helmsing, 2005).

The public sector is represented by local government (including technical departments, bureaucratic, administrative and political sector), district or regional government, sector boards and authorities (health, education, transport), zoning board, institutions of research and higher learning and public utilities (Egziabher and Helmsing, 2005; UN-HABITAT, 2005). In this case, the public sector acts as a facilitator, coordinator and developer. As a facilitator, the role of the public sector is related to the mobilisation of players (stakeholders) and project ideas (Sulzer, 2008). Its aim is to build relationships and partnerships for project implementation among the stakeholders (Sulzer, 2008). As a coordinator, the role of the public sector is to devise the integrated development plans (IDPs) in consultation with their communities. As a Developer, the role of the public sector is to provide basic infrastructure such as energy supplies, water, roads and sewers, in order to stimulate private sector development (Swinburn, 2006). The private sector is represented by large corporations, trade unions, small-medium and micro-scale enterprises, land and real estate developers, banks and other financial groups, chambers of commerce, news media, professional associations, local contractors, private utilities and private education establishments (UN-HABITAT, 2005). The private sector has a big stake in LED as it brings in a range of resources including management skills, technical knowledge and access to finance (Egziabher and Helmsing, 2005). The community sector is represented by Non-Governmental Organisations (NGOs) and Community Based Organisations (CBOs) such as community leaders, community service organizations, local education organizations, neighborhood groups, local religious institutions and other NGOs representing minorities, disabled and disadvantaged populations, environmental issues, and cultural, arts and historical interests (UN-HABITAT, 2005). The local communities have to be involved in LED processes as they are the constituency of the municipalities. Involvement of the local communities brings the traditional and the government system closer together in order to ensure inclusion and improved service delivery (Sulzer, 2008).

## **CHAPTER THREE**

### **LITERATURE REVIEW**

#### **3.1. Introduction**

This chapter reviews recent studies done, especially in Sub-Saharan African countries concerning decentralisation and capacities of local governments, LED planning and management of public services. The objective of this section is to identify gaps and to learn lessons from the studies.

#### **3.2. Decentralisation and Capacity of Local Governments in Uganda and Ghana.**

Uganda and Ghana are the among countries in sub-Saharan African that have formulated and implemented decentralization policies as a solution to many of the problems of administration and governance constraining local and national development, as well as a means of improving performance in poverty reduction.

In Uganda, according to Odero (2004), the decentralisation programme started in 1993/1994. The main objective of the decentralisation programme was to improve the capacity of the local councils to plan, finance and manage the delivery of services to their constituencies. Odero (2004) noted that though the decentralisation programme had made notable achievements, local governments still had challenges in terms of both administrative and financial capacities. In terms of administrative capacity, it is indicated that the decentralisation of staff recruitment initially exacerbated manpower gaps within the local governments as most people were reluctant to work exclusively for one local government with no chances of transfer to other places and limited career opportunities. Conversely, some districts such as Mbale had very big staff establishments thus exerting substantial pressure on the wage bill. Another problem related to staff management had to do with failure to attract qualified personnel mainly due to isolation caused by poor infrastructure and in some cases insecurity. Odero (2004) further pointed out that local governments that were isolated lacked access to some of the key services such as banking

and the services from the Office of the Auditor General (OAG). Nevertheless, it is noted that inter-local government arrangements for sharing staff can be achieved for such professionals as engineers, who could be shared by two districts with a strong backup support of site supervisor. In terms of financial capacity and management, Odero (2004) argued that most local governments suffer cash flow problems due to inadequate locally collected revenue due to the small size of the economic base in most districts, and the share of revenue raised at sub-national level also tends to be small. The use of the meager local revenue collection was further constrained by the requirements that local governments make a mandatory 10% deposit of the expected donor/Local Government Development Programme (LGDP) contribution to their development budget. As a result, many local governments were reported to be unable to pay salaries to their employees on time. The issue of salary arrears is a serious threat to local governments' capacity to effectively discharge its service responsibilities because of its demoralising effect on staff.

In Ghana, according to Crawford (2008), the current system of decentralisation was initiated in 1988 and has a strong legal basis. The Local Government Law of 1988 established a new local government system in which the District Assembly (DA) became the key institution in 110 newly designated districts within the country's 10 regions. It is noted that the DA was the "highest political authority in the district" acting as the planning, development, budgeting and rating authority; It was responsible for the overall development of the district, inclusive of a responsibility to "co-ordinate, integrate and harmonize" the activities of all development agencies, notably the de-concentrated line departments that operated at district level (known in Ghana as "decentralised departments") and non-governmental organizations (Crawford, 2008). Specifically, the functions of the DAs included roads, forestry, agricultural extension, secondary education and health service delivery. However, it was observed that the key problem was that the DAs had limited capacity to act, given that the actual delivery of major services was the responsibility of government agencies. For example, the main responsibility for roads lay with the Ghana Highways Authority (for trunk roads) and the Department of Feeder Roads. The DA could select feeder roads for construction and improvement, but was dependent on the Department of Feeder Roads for implementation and on central government for funding. Therefore, the DA's formal roles, as outlined in legal provisions, remained illusory.

### **3.3. LED Planning Experiences in South Africa and Uganda**

LED planning is becoming a critical issue in Sub-Saharan Africa especially among countries such as South Africa and Uganda where decentralisation is making advances (Hampwaye, 2008a).

Examples of LED plans developed in South Africa are the Free State Development Plan (FSDP) of 2000 and Free State Growth and Development Strategy (FSGS) of 2005 (Davis , 2006). Both plans were based on five building blocks namely the stimulation of economic development, the development and enhancement of infrastructure for economic growth and social development, the reduction of poverty through human and social development, and the promotion of effective and efficient governance and administration (Davis, 2006). The processes to achieve the plans were participatory and involved all stakeholders in the municipality in planning for its development. The processes also involved consultations with all parties, in particular the poor who have been historically excluded from any decision-making processes.

Davis (2006) further noted that while some success stories do exist in the Free State, the success rate of LED plans has been fairly limited. It was found that most successful projects were those driven by the private and community sectors; that municipalities were making only insignificant contribution to LED; that managing LED through municipalities created various managerial and financial problems; and that partnership formation was limited.

In Uganda, Odero (2004) noted that the Mukono District Development Project (MDDP) is one of the good examples of the LED plans that have been developed. The project was jointly funded by the United Nations Development Programme (UNDP) and the United Nations Capital Development Fund (UNCDF). The aim of the project was to (i) generate and enhance local government capacity to deliver social services and alleviate poverty through effective involvement of a broad range of stakeholders (council, civil society and private sector) in the planning, financing and management of local investments and (ii) assist local governments to enhance their own capacities and effectiveness, and that of stakeholders that participate in service delivery (e.g. contractors). It is further noted that the production of the pilot district

development plans for Mukono District, made several notable achievements by improving local government capacity to (i) design and develop local development plans; (ii) budget and allocate resources based on locally determined priorities; (iii) monitor and evaluate programme performance; and (iv) utilize and account for public resources in a transparent manner (Odero, 2004).

### **3.4. LED Planning Experiences in Zambia**

In Zambia, recent studies on LED planning, implementation and challenges have been undertaken by Hampwaye (2008a) in Lusaka, Livingstone and Ndola districts. With respect to Lusaka, Hampwaye (2008a) noted that, one of the first major LED initiatives to be pursued was the Integrated Development Plan (IDP). The plan was formulated in 2000 by the Lusaka City Council (LCC) with the assistance of the World Bank. The aim of the IDP was to guide the development of the city in response to the economic decline and high rates of poverty. Further the study shows that the IDP planning process involved the participation of stakeholders such as the private sector and the civil society. The plan integrated the physical, environmental, social and economic issues. However, it is indicated that the IDP has not been implemented due to some disagreements between Lusaka, Chibombo, Chongwe, Kafue and Mumbwa Districts over the extension of the boundary for Lusaka, and financial constraints. Hampwaye (2008a) further indicated that another LED initiative pursued in Lusaka was the District Development Plan (DDP), which was aimed at reversing the unemployment and poverty levels in Lusaka. It was also aimed at improving the capacity of the Council in readiness for the implementation of the Decentralisation policy. The study indicates that the DDP was formulated in 2006 with funding from the World Bank under Zambia Social Investment Fund (ZAMSIF). The formulation involved the participation of major stakeholders in the district. However, by 2008 the plan had not been implemented due to financial constraints, and that the DDP was also supposed to be implemented along side the Fifth National Development Plan (FNDP), which by 2008 had not been fully implemented.

As for Livingstone, Hampwaye (2008a) observed that starting from the 1970s the city of Livingstone experienced serious economic problems. The local authority was unable to provide



effective public services to the residents due to poor financial status. Thus in 2002, stakeholders were mobilized in the city to chart the way forward regarding economic growth and diversification of the local economy. Fifty eight individuals were brought together at the USAID and the International City/Country Management Association (ICMA) sponsored strategic planning workshop in April, 2002. Further it is indicated that more than 60 focus group interviews were conducted. These initiatives culminated in the production of the strategic plan for Livingstone. However, Hampwaye (2008a) pointed out that LED planning process did not include the participants from lower ends of the economic spectrum, including smaller farmers and the informal settlements. In terms of the implementation of the plan, the study indicated that, it is not clear to what extent the plan has been implemented and the constraints faced by the stakeholders during the planning process.

In relation to Ndola, Hampwaye (2008a) noted that, the first local development initiative after 1990 for Ndola was the LED strategic plan. The plan was formulated with the help of USAID, and the implementation was scheduled for the period 2002-2005. Unfortunately, the plan was never implemented due to financial constraints. Further, Hampwaye (2008a) indicated that the Ndola Strategic Plan was another important LED initiative for Ndola, covering the period 2001 to 2006. The plan was aimed at addressing issues of locality development for Ndola, such as roads and drainage, water supply and sanitation, market rehabilitation, street lighting, electrification and communication, and upgrading of recreational facilities. However, it is noted that only limited progress has been made in terms of implementation due to lack of funds.

### **3.5. Public Service Provision by Local Governments in Zambia**

One of the recent studies on public service provision by local governments in Zambia was done by Lolojih (2008) in Luwingu and Choma Districts. In Luwingu District, the results of the study revealed that service provision by Luwingu District Council was not effective. The findings show that the District Council was unable to maintain the existing feeder roads or construct new ones due to lack of equipment such as graders. The findings indicate that the District Council has not had a functioning grader since 1994. In terms of refuse collection, the findings revealed that the District Council was failing to provide the service to the residents of Luwingu. Solid waste

disposal in the district was generally managed at individual household level where pit were used. Solid waste collection and disposal was hampered by lack of a serviceable refuse truck. The Council had only two refuse trucks which constantly broke down. However, the Council managed to provide waste disposal services to the markets and bus stations using trucks mainly from government institutions such as Ministry of Education, Ministry of Health, Ministry of Agriculture and Co-operatives and Ministry of Community Development and Social Services.

Regarding Choma, Lolojih (2008) noted that garbage collection and disposal, and maintenance and construction of roads were among the services that constituted a serious challenge to the municipal council. The findings revealed that the Council did not have a serviceable and reliable refuse truck to collect and dispose off garbage resulting in filth being littered all around the residential areas, markets and town centre. Further, it was observed that due to the Council's inability to collect and dispose garbage, solid waste management at household level was carried out through the use of pits to bury or incinerate the waste. Further, Lolojih (2008) noted that the road network in Choma, including feeder roads, were in a very bad state due to lack of regular maintenance. The roads connecting town centre and residential areas, and within the residential areas, were generally in a very poor state due to lack of maintenance. The Council was not able to maintain the roads due to lack of equipment such as graders and utility vehicles.

### **Gaps and Shortcomings**

The literature review provides useful information on the experiences and challenges regarding decentralisation, LED planning and public service provision in Sub-Saharan Africa. Some of the gaps or shortcomings that have been identified and the lesson learnt from the studies are highlighted in the subsequent paragraphs.

In Uganda, the studies demonstrate that while there are great benefits associated with decentralisation, it can lead to inequalities between urban and rural districts with weak institution capacities. This means that there is need to take into account the capacities of small and poor districts in rural areas if decentralisation is to be effectively implemented. The results of the study in South Africa, demonstrate that successful implementation of LED plans depends on the

capacity of the local governments which are the major players; and that implementation of LED plans is not the responsibility of one stakeholder (Local Authority), but depends, among others, on the unified action of local governments, civil society and private sector.

In Zambia, literature suggests that most local authorities face capacity constraints with regards to implementation of LED plans and management of public services. However, it has been observed that most of the studies regarding capacities of local authorities were done in urban districts apart from Luwingu. Thus it was necessary to carry out a study in Chongwe District so that more light can be shed on the capacity problems faced by rural councils.

## CHAPTER FOUR

### DESCRIPTION OF THE STUDY AREA

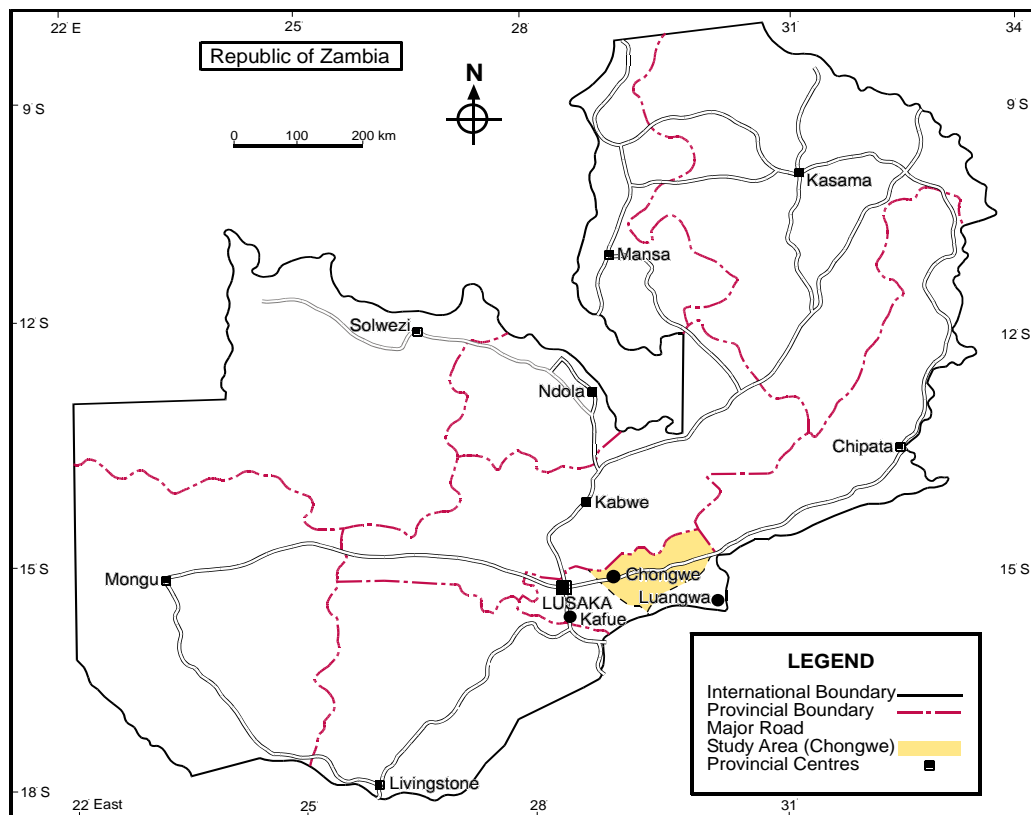
#### 4.0. Introduction

This section presents the description of Chongwe District in terms of the location and size, administration, infrastructure, population and economic activities.

#### 4.2. Location and Size

Figure 1 shows the location of Chongwe District. The District is located in Lusaka province of Zambia, 45 kilometers east of Lusaka city (CDC, 2007).

**Figure 1: Location of Chongwe District in Zambia.**



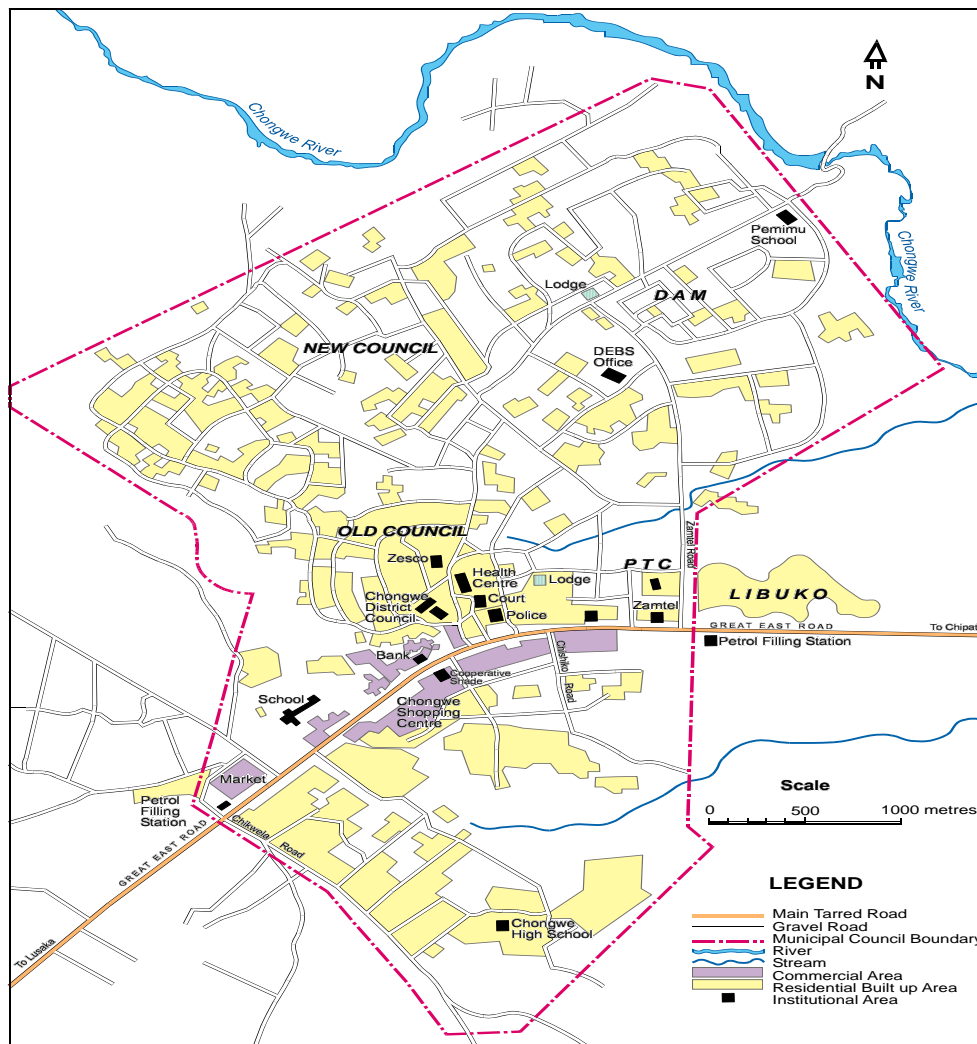
Source: Geography Department, UNZA, 2009.

It is approximately located between longitudes 28° and 31° east and between latitude 15° and 18° south. The District covers a total surface area of approximately 10,500 square kilometers (CDC, 2006; 2007).

### 4.3. Administration

Administratively, Chongwe District is divided into two areas; Council Area and Traditional Area. Council area is made up of a township and surrounding farms, and falls under the jurisdiction of the local authority (see Figure 2).

**Figure 2: Map of Chongwe Urban Area (Town)**



Source: Lusaka Province Planning Office,  
Up-dated from Google Earthmaps, Google Imagery, 2011

The traditional area is made up of villages, and falls under the jurisdiction of the chiefs (customary law). Politically, the District is divided into two constituencies, Chongwe and Rufunsa. Chongwe Constituency is sub-divided into nine wards, while Rufunsa Constituency is divided into six wards (CSO, 2003).

#### **4.4. Infrastructure**

As Figure 2 shows, the main road linking the District to the Capital City, Lusaka, is the Great East Road, leading to Eastern Province and beyond to Malawi and Mozambique. In terms of public infrastructure, the District has a health centre, a police station, sixty basic schools and four high schools.

#### **4.5. Population**

According to CSO (2010) preliminary report, the District has a total population of 187,969 of which 26,341 reside in Chongwe urban and surrounding villages (Chongwe Central Ward). Of the total population, 93,934 are males and 94,035 are females. The average annual growth rate for the district is 3.2

#### **4.6. Economic Activities**

Agriculture is the main economic activity of the District and the major activities include crop production, horticultural production and livestock production. Over 75 percent of household incomes in the District are derived from Agriculture related activities, either as own production or sale of agriculture produce and by-products (CDC, 2006; 2007). Major crops include maize, cotton, groundnuts and sunflower. Apart from agriculture, the District has the potential in other economic activities such as mining and tourism though these economic activities have not been fully exploited.

## **CHAPTER FIVE**

### **METHODOLOGY**

#### **5.1. Introduction**

This section focuses on the methodology of the study. It looks at the research design, selection of the study area, methods of data collection, sample size, sampling method and data presentation and analysis.

#### **5.2. Research Design**

This research was exploratory in nature because it was the first time this kind of research was undertaken in Chongwe District. The research employed a case study in order to acquire in-depth knowledge of the study area.

#### **5.3. Selection of Study Area**

Chongwe District was selected as a study area because of it being rural. Further, it was selected because no comprehensive study had been done in the District to assess the capacity of the Council to plan, implement development plans and manage public services. Furthermore, due to limited resources, Chongwe District was a better choice as it was less costly in terms of transport compared to other rural districts which are located far away from the University of Zambia.

#### **5.4. Data Collection Methods**

The study utilized both primary and secondary data. Primary data were used to assess the managerial capacity of the Council. Interviews were conducted with Council officials in relation to the availability and qualifications of key staff in Departments of Planning (District Planning Unit), Works and Treasury, using a checklist (Appendix III). Further, interviews were conducted

with residents of Chongwe town on the effectiveness of services provided by the Council, using structured questionnaires (appendix I)

In relation to the technical capacity, primary data were obtained on the availability of equipment for planning, repair and maintenance of roads and refuse collection from the Departments of Planning and Works. Data was obtained from Council staff using a checklist. With respect to the effectiveness of community participation in planning, implementation and management of services, the sources of data were the Area Development Committee (ADC) officials (refer to Appendix II for interview guide).

Secondary data was used to evaluate the fiscal capacity of Chongwe District Council. For income and expenditure pattern, the major sources of data were annual budgets. For the population, data were obtained from census reports from the CSO.

## **5.5. Sample Size**

A sample size of 86 households was selected from Chongwe town for interviews. The selection of sample size was mainly determined by the availability of funds and time. Besides the 86 households, four officials from the Council (administrators, technical staff and Councillors) and four executive members of Chongwe ward ADC were interviewed.

## **5.6. Sampling Method**

The research used availability and purposive sampling methods which are non-probability sampling methods (Ghosh, 1992) in the selection of houses, organisations and respondents from the District.

Availability sampling was used in the selection of houses in the study area. From each house that was selected, a head of household or any other member above the age of 15 was interviewed as long as they agreed. Availability sampling method was employed in the selection of houses due to non availability of a sampling frame for houses in the Council area. Further, availability



sampling was used in the selection of ADC members. In this case, availability sampling was used because it was difficult to get hold of members as the ADC did not have permanent offices. Therefore, only those members who were found at the Council offices or their homes and agreed to be interviewed became part of the sample.

Purposive sampling was used in the selection of officials. Purposive sampling was used in order to select specific officials involved in planning, implementation and management of services in the District. Further, purposive sampling was used in the selection of ADCs. Purposive sampling was used in this case in order to select ADCs that were located in places that were near and accessible.

## **5.7. Data Presentation and Analysis**

In terms of data presentation, data is presented in form of tables, line graphs, bar graphs and plates. Pertaining to data analysis, qualitative and quantitative data analyses were used. Qualitative data mainly from the focused interviews with members of the ADC was analysed manually through classification (sorting), description and connections.

Quantitative data was analysed using a Microsoft excel computer programme using *Financial Trend Analysis* and *Report Card Method (RCM)*. Financial Trend Analysis was used in the analysis of income and expenditure pattern. This method was used in order to determine the financial performance of the Council over a period of four to five years. A RCM was used in the analysis of the effectiveness of services provided by the local authority. The report card method was used in order to get a feedback from the actual users of the services regarding: access to the service and satisfaction/dissatisfaction with the service (World Bank, no Date).

## **5.9. Limitations**

One of the major limitations of the study was the non availability of a list of housing units for Chongwe District. Therefore availability sampling method was used in the selection of respondents. Inadequate funds and time was another limiting factor for selection of sample size.

## **CHAPTER SIX**

### **RESULTS**

#### **6.1: Introduction**

This chapter presents the results of the study arising from an assessment of managerial, technical and fiscal capacity, and the effectiveness of community participation, in relation to development planning, implementation and management of basic services. With respect to managerial capacity, the results are presented in terms of the effectiveness of service provision by the Council and the availability and qualifications of key staff in Planning, Works and Treasury Departments. Regarding technical capacity, the results are presented with regards to the availability of equipment for planning, refuse collection and construction and maintenance of roads. Concerning fiscal capacity, the results are presented in relation to sources of revenue and expenditure pattern. The results for the effectiveness of community participation are presented with respect to the functions, strengths, participation experiences and constraints of the ADCs.

#### **6.2: Managerial Capacity**

This section presents the results for the managerial capacity with respect to the effectiveness of service provision by the Council and the availability and qualifications of key staff in Planning, Works and Finance Departments. The study considered the availability and qualifications of staff as these are important in the formulation of development plans and proper service delivery, especially when it involves supervision of projects. The assessment for the availability of staff was done by comparing the number of staff on the Council establishment to the number of staff that was actually available. Concerning qualifications, the assessment for senior management staff (departmental heads and deputies) was done by comparing their qualifications to the qualifications contained in the Local Government Service Regulations of 1996 (Zambia, 1996) (check with LGAZ). The qualifications of other key staff were assessed by comparing their qualifications to individual job descriptions.

### 6.2.1. Effectiveness of Service Provision by CDC

A household survey was conducted in Chongwe urban area to determine the effectiveness of service provision by the Council. The objective of the survey was to determine the perceptions of residents regarding solid waste (refuse collection) service provided by the Council and condition of roads in their areas. The study focused on solid waste service and roads and drainage because these services are among the major services the Council has been mandated to discharge by the Central Government under the Local Government Act CAP 281 of the Laws of Zambia (Zambia, 1991).

In terms of solid waste, the results in Table 1 show that out of a total number of 86 respondents, 26 (30%) indicated that they had access to solid waste collection services provided by the Council, while 60 (70%) indicated that they did not.

**Table 1: Residents Satisfaction/Dissatisfaction with Public Services**

Services	Respondents (N=86)				
	Accessibility	Satisfied	% Satisfied	Dissatisfied	% Dissatisfied
Solid Waste Collection	26	21	81	5	19
Roads and Drainages	86	33	38	53	62

Source: Field Survey. 2010.

Further, the results show that 81% of the respondents who had access to solid waste collection indicated that they were satisfied with service provision compared to 19% who were dissatisfied.

The sixty (60) respondents who indicated that they did not have access to solid waste collection service were asked to give reasons. According to Table 2, 37% of the respondents indicated that they did not have access to solid waste collection service because it was not available in their areas. Another 37% of the respondents noted that the District Council did not provide them with disposal facilities such as waste bins (see Plate 1) which were provided to other residents.

**Table 2: Reasons Given by Respondents who did not have access to Solid Waste Collection Service.**

Reasons	Respondents (N=60)	
	Number	Percentage
Service is not Available	22	37
Service is Expensive	10	17
Lack of Disposal Facilities	22	37
Service not Reliable	06	10

Source: Field Survey, 2010.

Table 2 further shows that 17% of the respondents did not have access to solid waste collection services because they could not afford to pay K15,000 per month as user charge demanded by the Council, while 10% indicated that waste collection service by the Council was not reliable.



**Plate 1: Waste Disposal Facilities (Bins) Provided by the Council**

Respondents who indicated that they did not have access to solid waste collection service were asked to indicate where they disposed their waste. According to the results presented in Table 3,

83% of the respondents indicated that they disposed their waste in rubbish pits (see plate 2), 12% indicated that they dispose their waste at roadside dump (see plate 3) and five percent noted that they burnt their waste.

**Table 3: Waste Disposal Methods Used by Respondents in Chongwe Urban**

Waste Disposal Method	Respondents (N=60)	
	Number	Percentage
Roadside Dump	7	12
Burning	3	5
Rubbish Pit	50	83

Source: Field Survey, 2010.



**Plate 2: A Rubbish Pit Used by Residents in Chongwe Urban Area.**





Plate 3: A Road Side Dump used by Residents in Chongwe Urban Area.

Regarding roads and drainages, the results show that 62% (see Table 1) of the respondents were dissatisfied with the condition of roads in their areas, while 38% of the respondents were satisfied. The respondents who indicated that they were dissatisfied with condition of roads in their areas were asked to give reasons. The results are presented in Table 4.

**Table 4: Reason Given by Respondents for Dissatisfaction with Roads Conditions**

Condition of Roads	Respondents (N=53)	
	Number	Percentage
Mud During Rainy Season	25	47
Characterised by Stones	9	17
Characterised by Potholes	15	28
Dust During Dry Season	4	8

Source: Field Survey, 2010

Table 4 shows that 47% of the respondents noted that roads in their areas were characterised by mud during the rainy season, while 28% said that roads in their areas were characterised by potholes (see plate 4). Further, the results show that 17% of the respondents were dissatisfied with the condition of roads in their areas because they were characterised by stones (see Plate 5),

while 8% were dissatisfied with condition of roads in their areas because they were characterised by dust during the dry season.



Plate 4: A Road in Chongwe Urban Area Characterized by Potholes



Plate 5: A Road in Chongwe Urban Area Characterized by Stones

#### **6.2.2. Availability and Qualifications of Staff in Planning Department**

The assessment of staff in the Department of Planning looked at the availability and qualifications of the District Planning Officer (DPO), Deputy DPO, Assistant Planner and

Community Development Officer (CDC). As the results in Table 5 show, the Department does not have a serious shortage of staff. Out of 4 establishment only 3 positions are filled leaving a deficit of one.

**Table 5: Availability of Key Staff in Planning Department**

Description	No. of Staff Required	Staff Available		Staff Shortage	
		Number	Percentage	Number	Percentage
District Planning Officer (DPO)	1	1	100	0	0
Deputy DPO	1	1	100	0	0
Assistant Planner	1	0	0	1	100
Community Development Officer	1	1	100	0	0
Departmental	4	3	75	1	25

Source: CDC, 2010.

With respect to the qualifications of staff, Table 6 shows that the District Planning Officer (DPO) and the CDO are suitably qualified for their jobs, while the Deputy DPO does not have the right qualifications for the job in accordance with the Local Government Service Regulations of 1996.

**Table 6: Qualifications of Key Staff in Planning Department**

Job holder	Qualifications of the Job Holder	Minimum Qualification Required/Job Description
DPO	<ul style="list-style-type: none"> <li>a) Certificate in Marketing.</li> <li>b) Bachelor of Arts in Development Studies.</li> <li>c) Master of Arts in Economic Policy Management.</li> </ul>	<ul style="list-style-type: none"> <li>d) University degree in social studies, geography, agricultural economics, economics, or business administration.</li> <li>e) Five years post graduate experience working in public or private sector.</li> </ul>
Deputy DPO	<ul style="list-style-type: none"> <li>a) Member, Institute of Local Government Administrators of Zambia (ILGAZ).</li> <li>b) Pursuing a Bachelor of Arts Degree in Development Studies</li> </ul>	<ul style="list-style-type: none"> <li>a) University degree in social studies, geography, agricultural economics, economics, or business administration</li> <li>b) Three years post graduate experience working in public or private sector.</li> </ul>



CDO	Diploma in Project Management	<p>The major task of the job include:</p> <ul style="list-style-type: none"> <li>a) Sensitising the community on developmental opportunities available in the district</li> <li>b) Preparing and mobilising the community for community based developmental meetings.</li> <li>c) Preparing quarterly progress reports on situation of the vulnerable groups, registered societies, clubs and nursery schools operating in the district</li> </ul>
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Source: CDC, 2010.

### 6.2.3. Availability and Qualification of Staff in the Works Department

The assessment of staff in the Department of Works focused on the availability and qualifications of the Director and Deputy Director, Road Technician, Road Foreman, Environmental Health Technologist and Grader Operator, who are responsible for implementation and management of basic services in the District.

**Table 7: Availability of Key Staff in Works Department (Roads, Public Health)**

Description	No. of Staff Required	Staff Available		Staff Shortage	
		Number	Percentage	Number	Percentage
Director of works	1	1	100	0	0
Deputy Director of Works	1	1	100	0	0
Road Engineer/Technician	1	0	0	1	100
Road Foreman	1	1	100	0	0
Environmental Health Technologist	1	1	100	0	0
Grader operator	1	1	100	0	0
Departmental	6	5	83	1	17

Source: CDC, 2010.

As Table 7 shows, the Department of Works does not have a serious shortage of staff. Out of a total requirement of 6 staff, five positions are filled leaving a deficit of one.

Regarding qualification of staff, Table 8 shows that the Environmental Health Technologist (EHT), Road Foreman and Grader Operator have the right qualifications for their positions in relation to their Job Descriptions, while the Director and Deputy Director do not possess the right qualifications as stipulated by the Local Government Service Regulations of 1996.

**Table 8: Qualifications of Key Staff in Works Department**

<b>Job Holder</b>	<b>Qualifications</b>	<b>Minimum Qualification Required/Job Discretion</b>
Director of Works	Bachelors Degree in Architecture	<ul style="list-style-type: none"> <li>a) Degree in Civil Engineering, with at least two years working experience in the Works Department of a council or other cooperative organisation</li> <li>b) Final Certificate in City and Guilds, with at least five years working experience in the Works Department of a council or corporate organisation.</li> <li>c) Diploma in Civil Engineering, with at least three years working experience in Works Department of a council or other corporate organisation or</li> <li>d) Technical or Craft Certificate with at least five years working experience in Works Department of a Council or other corporate organisation.</li> </ul>
Deputy Director of Works	Bachelors Degree in Building Science	Same qualifications as Director
Road Foreman	<ul style="list-style-type: none"> <li>a) Certificate in Basic Highway engineering.</li> <li>b) Certificate in Labour Based Road Construction.</li> </ul>	<p>The major tasks of the job include:</p> <ul style="list-style-type: none"> <li>a) Supervising rehabilitation and construction of roads, bridges and culverts in the District.</li> <li>b) Maintaining an up to date inventory of all roads in the district.</li> <li>c) Preparing quarterly reports to the Director of</li> </ul>

	c) Certificate in Project Management	Works on the state of roads and bridges in the District. d) Mobilising the community to undertake labour based methods of construction of roads and small bridges.
Environmental Health Technologist	Diploma in Environmental Health Science	The major tasks of the job include: a) Responsible for District waste management disposal system. b) Advising Management/Council on all Public Health matters. c) Ensuring that all public/trading premises in the District are kept clean and maintained in a habitable state through constant inspections.

Source: CDC, 2010

#### 6.2.4. Availability and Qualifications of Key Staff in the Treasury Department

In relation to the Treasury Department, the assessment looked at the availability and qualifications of the District Treasurer, Deputy Treasurer, Assistant Accountant and Internal Auditor, who are responsible for formulation of Council budgets and management of funds. The results in Table 9 show that the Department has a shortage of staff. The results show that out of a total staff requirement of four only two positions are filled.

**Table 9: Availability of Key Staff in the Treasury Department**

Description	No. of Staff Required	Staff Available		Staff Shortage	
		Number	Percentage	Number	Percentage
District Treasurer	1	1	100	0	0
Deputy District treasurer	1	1	100	0	0
Assistant Accountant	1	0	0	1	100
Internal Auditor	1	0	0	1	100
Departmental	4	2	50	2	50

Source: CDC, 2010

Regarding the qualifications of staff, the results are presented in Table 10 show that all the key staff in the Department possess the right qualifications for their jobs, in accordance with the Local Government Service Regulations of 1996, and in relation to job description for the Assistant Accountant.

**Table 10: Qualifications of Key Staff in Treasury Department**

<b>Job holder</b>	<b>Qualifications of the Job Holder</b>	<b>Minimum Qualifications Required/Job Descriptions.</b>
District Treasurer	Accounts Technician Diploma (ATD) from National Institute for Public Administration (NIPA)	Registered member of ZICA or holder of a qualification acceptable to ZICA registered member, with two years post qualification in professional finance experience in local government or corporate service.
Deputy District Treasurer	National Accounts Technician (NATECH)	Registered member of ZICA or holder of a qualification acceptable to ZICA registered member, with two years post qualification in professional finance experience in local government or corporate service.
Assistant Accountant	Accounts Technician Diploma (ATD) from NIPA	The major tasks of the job include: a) Maintenance of an up to date register of financial documents. b) Supervises the Purchasing Officer by ensuring that the purchasing guidelines as provided in the Financial Regulations are observed.

Source: CDC, 2010

### **6.3 Technical Capacity**

This section presents the results for technical capacity with respect to the availability of planning equipment in the Planning Department (District Planning Unit). Planning equipment such as computers and utility vehicles were considered because computers are necessary for analysis and storage of information and writing reports and minutes of meeting, while utility vehicles are cardinal for community mobilization and monitoring. In addition, the study looked at the

availability of an operation database which is necessary for storage and easy retrieval of up to date planning information.

The section further presents the results for technical capacity of the District Council in relation to the availability of capital equipment for construction and maintenance of roads and collection of solid waste. Capital equipment such as graders, bull dozers and front end loader were considered because they are necessary for the construction and maintenance of high quality roads.

### **6.3.1. Availability of Equipment and Information Database for Planning.**

The information for the availability of equipment and database were sourced from the District Planning Unit which is responsible for facilitating development planning in Chongwe District. The results presented in Table 11 show that the District Planning Unit has a shortage of computers and utility vehicles for effective operation.

**Table 11: Availability of Equipment and Database**

Description	No. of Equipment/ Database Required	Equipment/Database Available		Equipment/Database Shortfall	
		Number	Percentage	Number	Percentage
Utility vehicle in working condition	2	1	50	1	50
Computers in working condition	5	4	80	1	20
Operational data base with up to date information	1	0	0	1	100
Integrated Development Plan (IDP)	1	0	0	1	100
Departmental	9	5	56	4	44

Source: CDC, 2010

In addition, the results in Table 11 indicate that the Department does not have an up to date information database. Generally, the results illustrate that the Council is operating at 56% of the total requirement for it to effectively carry out development planning.

### 6.3.2. Availability of Equipment for Service Provision.

In relation to the availability of equipment for implementation and management of services, data was sourced from the Department of Works which is responsible for implementation of projects/programmes and management of basic services. The results presented in Table 12 indicate that the Department does not have equipment such as graders, front end loader, road compactor and tipper for road construction and maintenance. Further, Table 12 shows that the Department has a critical shortage of waste bins and vehicles for waste collection.

**Table 12: Availability of Equipment for Service Provision**

Description	No. of Equipment Required	Equipment Available		Equipment Shortfall	
		Number	Percentage	Number	Percentage
Waste disposal Facilities (bins)	500	50	10	450	90
Waste collection vehicle	3	3	100	0	0
Grader	2	0	0	2	100
Front end loader	2	0	0	2	100
Road compactor	2	0	0	2	100
Tipper	2	0	0	2	100
Bull dozer	1	0	0	1	100
Water Buzzer	1	0	0	1	100
Utility vehicle	4	3	75	1	25
Departmental	517	56	11	461	89

Source: CDC, 2010

Overall, the results demonstrate that the District Council is operating at only 11% of the total equipment requirement for effective construction and maintenance of roads and collection and disposal of solid waste.

#### **6.4: Fiscal Capacity**

This section presents the results for fiscal capacity. The results are presented in relation to major sources of revenue, comparisons between actual revenue and expenditure and challenges faced by the Council in revenue collection. Further, the results are presented in terms of effective management of funds and comparison between expenditure on services and population growth. Data for the assessment of fiscal capacity was collected from the Treasury Department which is responsible for the collection and management of revenue required for staff salaries and purchase of equipment for planning, implementation and management of basic services. Data for the population of District was collected from the CSO.

##### **6.4.1. Sources of Revenue for the Council**

The results for the major sources of revenue for the fiscal years 2005 to 2009 are presented in Table 13.

**Table 13: Major Sources of Revenue for CDC**

<b>Revenue Sources</b>	<b>Amount (K) per Year</b>				
	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Property rates	608,105,000	755,899,000	911,338,165	765,585,000	515,585,000
Grant in lieu of rates				200,000,000	200,000,000
Personal levy	104,726,000	133,896,000	162,475,500	167,294,0001	153,720,000
Licenses and levies	780,149,000	1,015,834,000	1,839,188,846	1,693,959,000	1,227,240,000
Fees and charges	668,502,000	577,752,000	793,014,800	1,125,195,000	1,274,884,000
Other charges	383,126,000	327,400,000	295,950,000	454,090,000	602,334,000
Government grants	80,914,000	100,000,000	345,000,000	852,850,000	300,000,000
<b>Total</b>	<b>2,625,522,000</b>	<b>2,910,781,000</b>	<b>4,346,967,311</b>	<b>5,258,973,000</b>	<b>4,273,763,000</b>

	Percentage				
Property rates	23.16	25.97	20.96	14.56	12.06
Grant in lieu of rates				3.80	4.68
Personal levy	3.99	4.60	3.74	3.18	3.60
Licenses and levies	29.71	34.90	42.31	32.21	28.72
Fees and charges	25.46	19.85	18.24	21.40	29.83
Other charges	14.59	11.25	6.81	8.63	14.09
Government grants	3.08	3.44	7.94	16.22	7.02
<b>Total</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

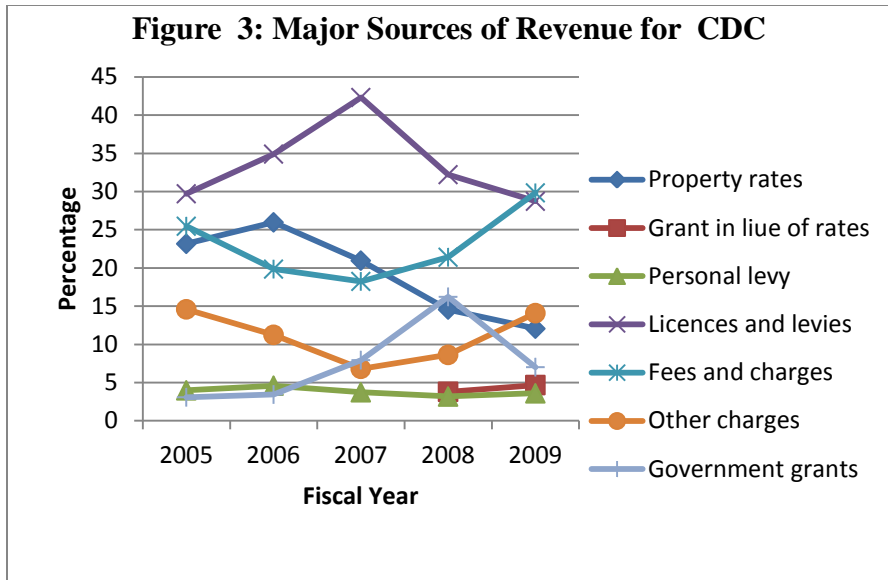
Source: CDC, 2010.

The analyses of the results in Table 13 indicate that licenses and levies account for the major portion of revenue generated by the Council for the period under review. Licenses and levies sources include trading licenses, liquor licenses, tobacco and crop levies

Further, the results in Table 13 show that Grants in lieu of rates account for the least revenue received by the Council. In addition, the results show that the Council only received Grants in lieu of rates in 2008 and 2009. Grants in lieu are funds given by Central Government to the councils for Government buildings that do not attract rates. These include schools, clinics, police stations and other buildings belonging to Government Ministries.

Figure 2 illustrates the performance of the Council in terms of revenue collection. The results indicate a positive trend in licenses and levies for the period 2005 to 2006 before it declined sharply between 2007 and 2009. Further, the results indicate that the Council experienced a steady increase in fees and charges between the periods 2007 to 2009. Examples of user charges include refuse collection charges, plot service charges, banners and bill boards and fire service charges.





#### 6.4.2: Comparisons between Estimates and Actual Revenue

A comparison between estimates and actual revenue for the fiscal years 2006 to 2009 was done in order to ascertain whether the Council was able to meet its target in revenue collection or not. The results are presented in Table 14. As Table 14 indicates, the Council had revenue surpluses of 8.60% in 2006, 4.35% in 2008 and 40.94% in 2009. However, in 2007 the Council incurred a deficit of 15.11%.

**Table 14: Comparison between Estimate and Actual Revenue for CDC**

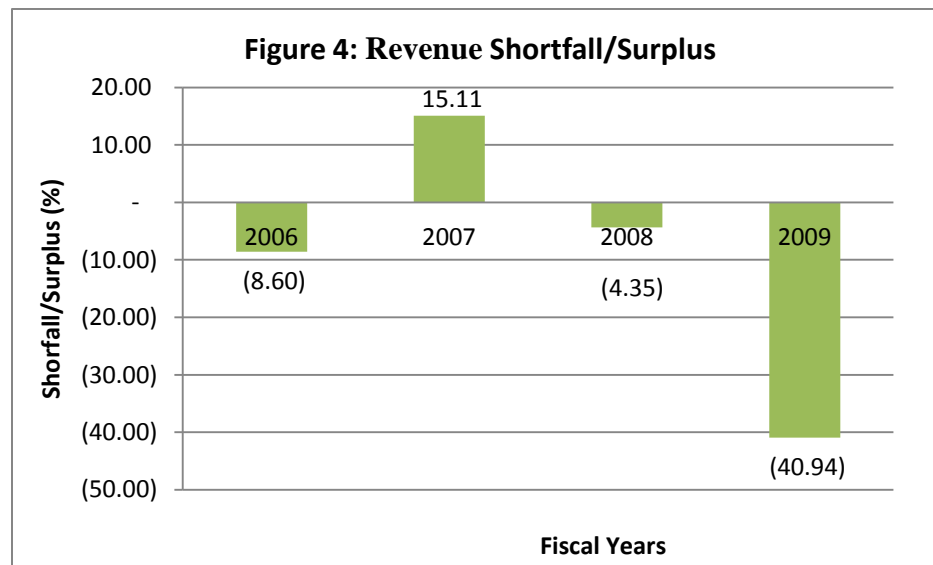
Description	Revenue (ZMK)			
	2006	2007	2008	2009
Estimate	2,910,781,000	4,346,967,311	5,258,973,000	4,273,763,000
Actual	3,161,000,780	3,690,316,790	5,487,599,726	6,023,393,926
Shortfall/Surplus	(250,219,780)	656,650,521	(228,626,726)	(1,749,630,926)
% Shortfall/Surplus	(8.60)	15.11	(4.35)	(40.94)

Source: CDC, 2010a

Figure 4 illustrates percentage revenue shortfall and surplus as presented in Table 14. Revenue shortfalls are plotted above the line, while revenue surpluses are plotted below the line. It is

considered that staying near the line or slightly below it is a positive sign (City of Conyers, 2007).

The results demonstrate that the Council has revenue surpluses for three out of four years under review, an indication of positive sign.



#### 6.4.3. Comparison between Actual Revenue and Expenditure

Table 15 shows a comparison between actual revenue generated by the Council and actual expenditure for the period 2006 to 2009.

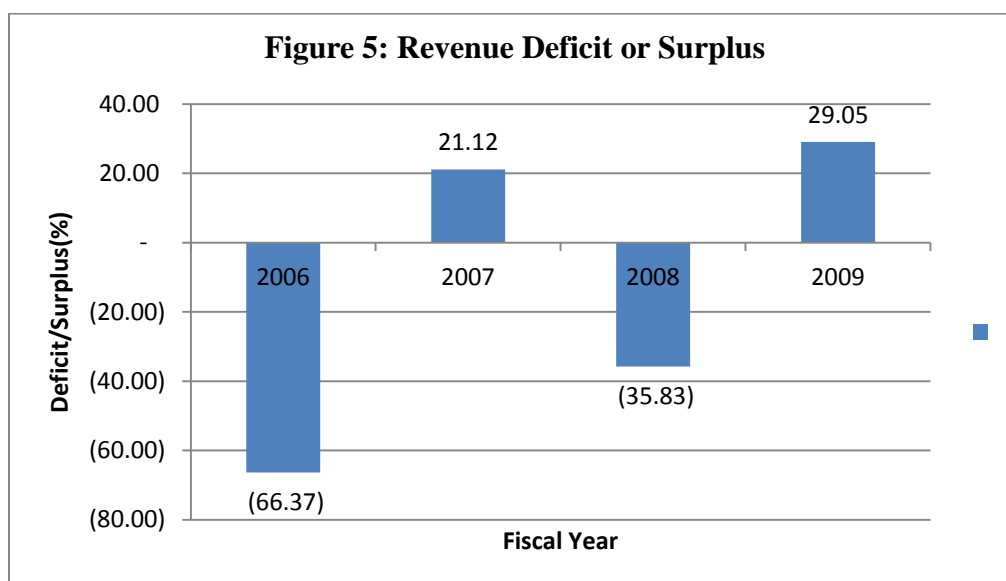
**Table 15: Actual Revenue and Expenditure for CDC**

Description	Revenue/Expenditure (ZMK)			
	2006	2007	2008	2009
Revenue	3,161,000,780	3,690,316,790	5,487,599,726	6,023,393,926
Expenditure	5,258,973,000	2,910,781,000	7,454,002,000	4,273,763,000
Deficit/Surplus	(2,097,972,220)	779,535,790	(1,966,402,274)	1,749,630,926
% Deficit /Surplus	(66.37)	21.12	(35.83)	29.05

Source: CDC, 2010a

The comparison between revenue and expenditure was done in order to measure the financial standings of the Council. As Table 15 indicates, the Council had deficits of 66.37% in 2006 and 35.83% 2008. In 2007, it had a surplus of 21.12% and 29.05% in 2009.

Generally, as indicated in Figure 5, the results illustrate that the District had experienced a higher deficit than surplus for the period under review. This is an indication that the District Council is facing increasing expenditure without additional revenues.



#### 6.4.4. Challenges faced by the Council Regarding Revenue collection

An interview was carried out with key informants in Chongwe District to identify the major challenges faced by the Council in revenue collection. According to Table 16, the most common constraints identified by respondents is political interference in the operations of the Council. The respondents cited the presidential directive to stop district councils from collecting crop levies in 2008 and the sell of Council houses in 1996.

Further, the respondents identified the global credit crunch of 2008 as the major constraint that affected revenue collection as most commercial farmers, particularly those growing tobacco were not able to find export markets in Europe.

**Table 16: Major Challenges faced by the Council in Revenue Collection**

<b>Respondent</b>	<b>Challenges</b>
1	<ul style="list-style-type: none"> <li>• Lack of political will from the Central Government regarding smooth operations of the councils. For example the presidential directive to abolish crop levy affected the revenue collection by as this source of revenue used to give the Council substantial revenue.</li> <li>• Inability of residents to honour their financial obligations to the council in relation to property rates. Therefore, the council spends colossal amounts of money in order to engage bailiffs to recover the money owed by residents.</li> <li>• The Council revenue base is limited because most of the potential sources of revenue have been removed by the Central Government. For example the government directive to sell all council houses in 1996 to sitting tenants reduced the revenue base for the Council.</li> </ul>
2	<ul style="list-style-type: none"> <li>• There is too much Government control regarding the operations of councils. For example, the Council has to seek permission from the Ministry of Local Government and Housing (MLGH) with regards to increase in user charges.</li> </ul>
3	<ul style="list-style-type: none"> <li>• There is a problem of coordination between the Department of Works and Treasury concerning the collection of user charges for garbage collection. The Treasury Department does not issue bills to residents because they think it is the responsibility of the Works Department. Therefore, most of the residents do not pay user charges for solid waste.</li> <li>• The user fees for garbage collection are very low compared to the amount of money spent on repair of vehicles and fuel for collection of refuse.</li> </ul>
	<ul style="list-style-type: none"> <li>• Most tobacco farmers have closed their farms as a result of the global credit crunch of 2008. Therefore, this has affected revenue collection by the Council.</li> <li>• The Governments gives Chongwe a fixed crop compensation grant amounting to K1,193,000.00 per annum. However, it does not come on time and is inadequate compared to the amount of money that was collected as crop levy, particularly during bumper harvest.</li> </ul>

Source: Field Survey, 2010.

In addition, respondents identified low fees charged for service provision such as refuse collection as another constraint that was affecting revenue collection for the Council.

#### 6.4.5. Comparison between Expenditure for Personal Emoluments and Service Provision

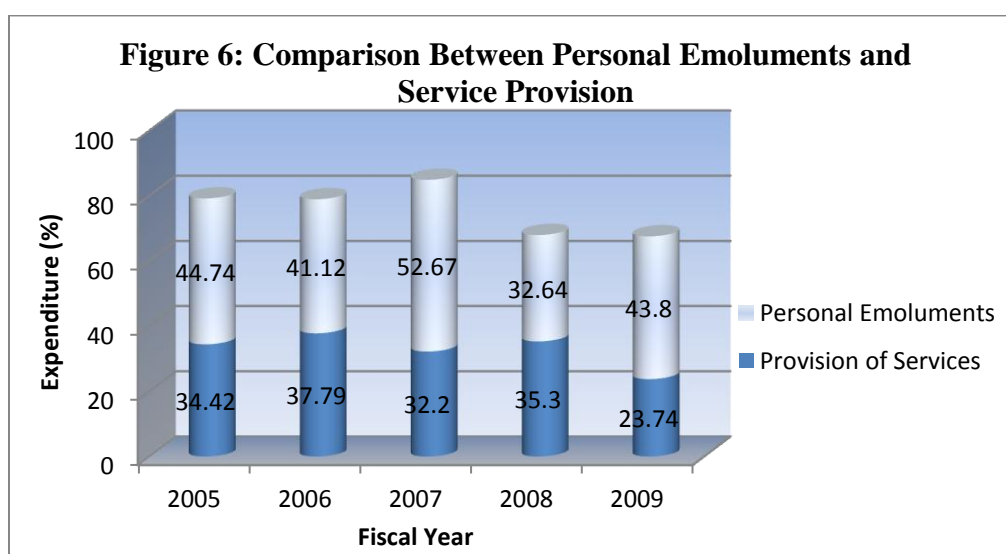
A comparison of expenditure for personal emoluments and service provision was done to ascertain whether the Council has been managing its resources effectively or not. The results are indicated in Table 17.

**Table 17: Comparisons between Expenditure on Personal Emoluments and Service Provision**

Description	Expenditure (ZMK000's)				
	2005	2006	2007	2008	2009
Personal Emoluments	1,174,739	1,196,867	2,524,164	1,697,519	1,871,995
Provision of Services	903,811.0	1,099,890	1,543,614	1,835,953	1,014,534
<b>Total</b>	<b>2,078,550</b>	<b>2,296,757</b>	<b>4,067,778</b>	<b>3,533,472</b>	<b>2,886,529</b>

Source: CDC, 2010a.

An analysis for expenditure pattern shown in Figure 6 illustrates that the Council spends a large portion of its income on personal emoluments as opposed to service provision which is a critical area.



For example in 2009, the Council spent 43.8% on personal emoluments as compared to 28.74% on service provision.

#### 6.4.6. Comparison between Population Growth and Expenditure on Service Provision

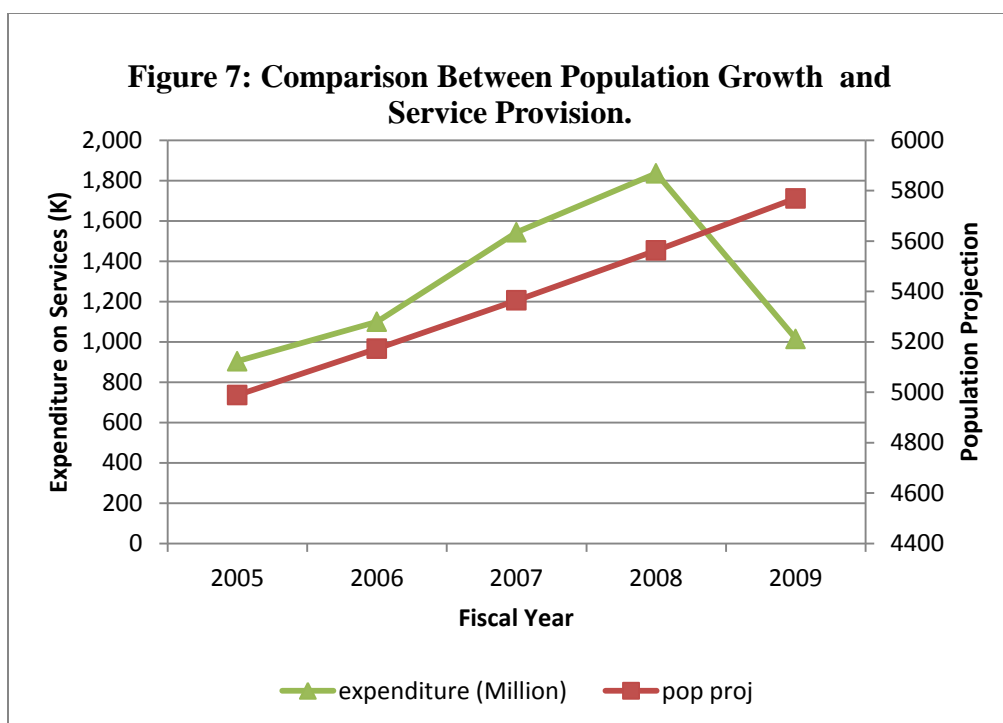
Table 18 shows district and urban population for Chongwe for the periods 2000 and 2005 to 2009. District and urban population for the year 2000 was collected from CSO, while urban population for the years 2005 to 2009 is based on projections of 2000 census of population and housing for the District.

**Table 18: District and Urban Population for Chongwe**

Description	Population per Year					
	2000	2005	2006	2007	2008	2009
District Population	137,461 (P <sub>1</sub> )	164,844 (P <sub>2</sub> )	170,943 (P <sub>3</sub> )	177,268 (P <sub>4</sub> )	183,827 (P <sub>5</sub> )	190,629 (P <sub>6</sub> )
Urban Population	4,160	-	-	-	-	-
Ratio of Urban to District Population	0.030263 (X <sub>1</sub> )	-	-	-	-	-
Projected Urban Population	-	4,989. (P <sub>2</sub> X <sub>1</sub> )	5,173 (P <sub>3</sub> X <sub>1</sub> )	5,365 (P <sub>4</sub> X <sub>1</sub> )	5,563 (P <sub>5</sub> X <sub>1</sub> )	5,769 (P <sub>6</sub> X <sub>1</sub> )

Source: CSO, 2000

Using population growth in Table 18 and expenditure on service provision in Table 17, a comparison was done in order to ascertain whether or not the expenditure on service provision corresponds to population growth. As indicated in Figure 7, the expenditure on services was not increasing at the same rate as population growth, an indication that the service provision by the District Council was ineffective.



## 6.5. Effectiveness of Community Participation in Local Development Planning in Chongwe District.

This section presents the results of the study on the effectiveness of community participation in development planning, implementation and management of basic services in the District. The results are based on interviews that were carried out with members of ADC and Area Councillor for Chongwe ward. The interviews mainly focused on functions, strengths, constraints and participation experience of ADCs.

### 6.5.1. Roles and Functions of the ADCs

ADCs are sub-district local government structures established to facilitate community participation in decision-making and development planning process at the ward level. The functions of the ADCs in relation to planning, implementation and management of services are presented in Table 19.

**Table 19: Roles and Functions of ADCs**

- To support and facilitate overall district development planning.
- To provide a development link between the ward and district (more specifically, the District Development Coordinating Committee -DDCC).
- The ADC through participatory mechanisms assesses the needs of the ward, working out priorities and harmonizing them with overall government priorities in order to attain for the ward, the maximum advantage from implementation of projects.
- To facilitate the acquisition of external resources by the ward.
- To coordinate the programmes of development agencies and provide them a link with the communities
- To coordinate and monitor the various activities of groups, committees and associations in the ward.
- To collect specific levies for and on behalf of the Council.

Source: CDC, 2010b.

Based on the functions of the ADCs presented in Table 19, it is evident that the ADCs are a key component of community involvement in developmental planning, implementation and management of services. However, for the ADCs to effectively discharge these functions, it requires that they have adequate funding, skilled man power, office equipment, clear legislative provision to guide the operations of the ADCs and active involvement of the ADCs in decision-making by the Council.

#### **6.5.2. ADCs' Participation Experience in Planning, Implementation and Management of Services**

During the interviews respondents were asked to identify areas in which Chongwe ADC had participated in planning, implementation and management of basic services in District. According to Table 20, members of the ADC participate in the identification and implementation of several projects in Chongwe District. Among these are the Constituency Development Fund (CDF) projects.



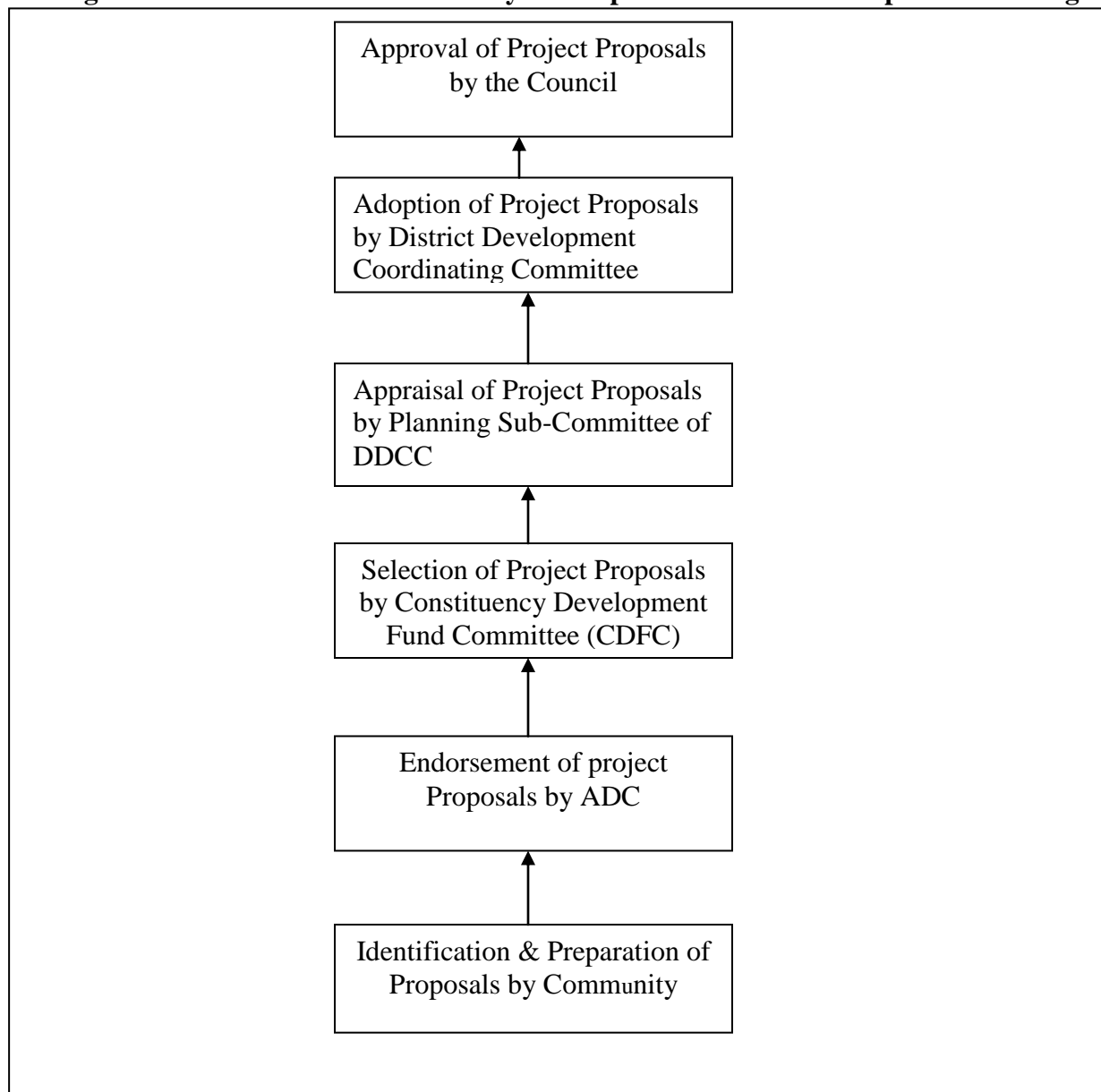
**Table 20: ADC's Participation in Developmental Activities in Chongwe District**

<b>Respondent</b>	<b>Area of Participation</b>
<b>1</b>	<ul style="list-style-type: none"><li>• The ADC has participated in putting up a play park.</li><li>• The ADC has participated in the construction of a shed at a market along great east road</li><li>• The ADC has also participated in the construction of a public toilet at the bus station</li><li>• The ADC has been facilitating the community in the identification of community projects which are forwarded to the CDF Committee for considerations.</li></ul>
<b>2</b>	<ul style="list-style-type: none"><li>• The ADC participated in community projects such as the construction of the market. The role of the ADC was to mobilize the community to contribute building materials such as building sand, and labour.</li><li>• The ADC also participated in projects undertaken by World Vision.</li><li>• The CDF Projects are referred to the ADC for endorsement before they are taken to the CDF committee for selection.</li></ul>

Source: Field Survey, 2010.

Under the CDF projects, respondents indicated that community participation follows a bottom-up approach as indicated in Figure 8. The community is involved in project identifications and preparations of project proposals, which are forwarded to the ADC for refining and endorsement. After endorsement, the ADC forwards the proposals to the CDF Committees for selection and prioritization. Thereafter the proposals are forwarded to the Planning Sub-committee of the DDCC for appraisal before they are adopted. From the DDCC, the projects are finally taken to the Council for approval.

**Figure 8: Framework for Community Participation in Local Development Planning**



Source: CDC, 2010b.

### **6.5.3 Strengths of ADCs**

Respondents were also asked to indicate the major strengths of the ADCs. As Table 21 shows, one of the major strengths of ADCs as identified by the respondents is that they have a wider representation of members. The members of the organisation come from different sectors of

society, including Ward Councillors (policy makers), representatives of business community, non-governmental organisations (NGOs), chief's representatives and village headmen.

**Table 21: Strengths of the ADCS**

<b>Respondent</b>	<b>Composition</b>
1	<ul style="list-style-type: none"> <li>• The ADC is composed of members representing different areas across the ward. The committee comprises ten elected executive members, the Councilor who is an ex-officio and village headmen, a chief's representative, and representative of business community, traders and NGOs.</li> <li>• For Chongwe ward, most of the ADC members are reasonably educated. For example the Councilor is an accountant and the secretary is a Senior Local Court Magistrate.</li> </ul>
2	<ul style="list-style-type: none"> <li>• There is a Memorandum of Understanding (MoU) between the District Council and the ADCs which formally recognises the ADCs as a forum for community participation in developmental activities at the ward level</li> <li>• There is a policy framework on decentralization on which basis the formation or strengthening of ADCs can proceed.</li> <li>• The ADC is composed of 10 executive members, a ward Councilor who is an ex-officio and representatives of NGOs such as Child Fund (formerly CCF), marketers, traditional leadership and business community such as the Small Scale Business Association of Chongwe (SSBAC).</li> <li>• The ADC for Chongwe ward has members who have knowledge in accounts and business affairs. For example the ward Councillor is an accountant, the secretary is chairperson for the SSBAC and the chairperson is a contractor.</li> </ul>

Source: Field Survey, 2010.

Further, Table 21 shows that there is a MoU signed between ADCs and the District Council, which formalises the existence of ADCs. The results further show that most of the members of the ADCs are literate and possess basic skills in accountancy, conflict resolution and building construction.

#### 6.5.4. Constraints Faced by ADCs

Apart from strengths, respondents were asked to indicate the constraints that were affecting the effective participation of ADCs in local developmental activities in the District. The results are presented in Table 22.

**Table 22: Constraints Faced by ADCs**

<b>Respondent</b>	<b>Constraints</b>
1	<ul style="list-style-type: none"><li>• ADCs do not have office equipment to carry out our day to day activities. We heavily rely on Council equipment.</li><li>• Erratic release of money by the Council for projects.</li><li>• The process of getting contracts for projects is not well coordinated. There is no proper communication between the Council and the ADC.</li><li>• Sometimes community projects are put up without community participation in project identification.</li></ul>
2	<ul style="list-style-type: none"><li>• We do not have an ADC office. We usually hold meetings in classrooms and local court offices.</li><li>• The ADC does not have office equipment such as computers, printers, photocopiers and faxes. Most of the typing and printing is done using personal equipment.</li><li>• The ADC does not have any resources for day to day operations of the office. We use our own money for buying paper and for photocopying.</li><li>• Lack of skills and training among some members of the ADCs, particularly rural based.</li><li>• There are usually conflicts between the councilor and some members of the ADC, particularly the chairperson. Sometimes ADC members de-campaign the Councillor.</li></ul>

	<ul style="list-style-type: none"> <li>• Due to high poverty levels in the community, it is difficult to get people do community work for free.</li> </ul>
3	<ul style="list-style-type: none"> <li>• Lack of a specific policy and legal framework to guide the operations of ADCs.</li> <li>• Although the role of the Councillor is an ex-officio, he controls the affairs of the ADC.</li> <li>• There is no accountability measure in place to prevent ADC members from mismanaging resources, and councillors do not have this power either.</li> <li>• The ADCs are influenced by political parties. For example, if the Councillor is a member of the ruling party, most of the ADC members would be members of the ruling party.</li> <li>• Politicians in most cases impose projects on the community without carrying out a wider consultation.</li> </ul>

Source: Field Survey, 2010.

According to Table 22, the most common constraints identified by the respondents are lack of office accommodation, equipment and financial resources. These issues are cardinal because a permanent office makes it easy for the community to meet the ADC members and discuss developmental issues; and equipment and finance resources make it easy to effectively and efficiently carry out the activities of the organisation. The other major constraint identified by respondents is conflict between ward Councillors and the ADC chairpersons. The respondents also identified lack of a specific legal and policy framework as the major problem affecting the discharge of function by the ADCs.

## **CHAPTER SEVEN**

### **DISCUSSION**

#### **7.1. Introduction**

This chapter discusses the results of the study which sought to investigate the capacity of Chongwe District Council to plan, implement development plans and manage public services in the District. The discussion begins by considering the effectiveness of service provision by the Council with respect to solid waste management and construction maintenance of roads and drainages. Further, the discussion looks at the availability and qualifications of key staff in the Departments of Planning, Works and Treasury. The chapter proceeds by discussing the availability of equipment for planning and service provision and revenue sources and expenditure pattern for the Council. Finally, the chapter discusses the effectiveness of community participation in local development planning and management of services.

#### **7.2. Effectiveness of Service Provision by CDC.**

According to the Local Government Act CAP 280 of the Laws of Zambia, local authorities are supposed to perform 63 functions in their areas of jurisdictions (Zambia, 1991). These include maintenance of street lighting, repairs and maintenance of roads, maintenance of parks, gardens, cemeteries and public facilities, refuse collection, fire fighting and public health services (Zambia, 1991; Momba, 2002; Hampwaye, 2008a). The poor services may reduce attractiveness of a district for external investors and raise costs for the local investors (Helmsing and Egziabier, 2005). Apparently, several authors have noted that service delivery in most local authorities in Zambia generally has not reached the level of expectation of the residents. Momba (2002) indicated that a number of Lusaka City residents questioned the rationale for paying personal levy when the City Council was not providing them with any services. As observed by Hampwaye (2008b), the level of service provision in Zambia was far below the needs of the population. The service delivery generally had not reached the level of expectation of the residents.

Similarly, the findings revealed that the majority of Chongwe residents were not satisfied with the performance of the Council regarding service provision such as refuse collection and maintenance of roads and drainages. The results show that whilst most of the respondents (81%) who had access to refuse collection service were satisfied with the service provided by the Council, the majority (70%) of the respondents did not have access to the refuse collection service that was being provided by the Council. Furthermore, the majority of the respondents (62%) who were interviewed on the condition of roads noted that they were not satisfied. Generally, the results of the study suggest that the performance of the Council in terms of service provision was poor. Therefore, as mentioned in the paragraph above, the poor service provision is likely to make the District unattractive to both internal and external investors and at the same time raise the cost of those already operating in there.

### **7.3. Availability and Qualifications of Staff**

Previous studies have shown that shortage of staff in terms of the number and qualifications are some of the major constraints adversely affecting delivery of services by Zambian local governments. Mwanza et al, (1999) argued that Lusaka City Council (LCC) was unable to provide services adequately due to lack of suitably qualified staff. Lolojih (2008) observed that lack of adequately qualified manpower at Luwingu District Council (LDC) has been a source of concern for both elected and appointed officials and was perceived to be one of the major contributing factors, besides the lack of financial resources and equipment, to the poor performance of the District Council. Furthermore, Lolojih (2008) indicated that the problem of staff shortage was worse in the Departments of Works and Finance, where the Directors and their Deputies were not qualified for their jobs. This, therefore, affected the supervision of road repairs and effective collection of revenue by the Council.

The results of the study revealed a similar situation. The results show that the Council does not have adequate manpower and suitably qualified staff in the Departments of Planning (District Planning Unit), Works and Treasury for effective planning, implementation and management of services.

The District Planning Unit (DPU) is responsible for, among other issues, for facilitating and coordinating the implementation of district development plans; Monitoring and coordinating sub-district community planning activities and evaluating completed projects. In addition, the DPU provides recommendation on request, the commissioning of feasibility studies on projects relating to discretionary finance (such as Constituency Development Funds - CDF). The performance of the above functions requires that the Department has adequate staff who are suitably qualified for their jobs. However, in terms of the number of staff, the DPU does not have an Assistant Planner who is supposed to be in charge of land issues (Mkandawire, 2010). Regarding qualification, the Deputy District Planning Officer (DPO) is not suitably qualified for the job in accordance with the Local Government (Statutory Instrument No. 115 of 1996) Service Regulations of 1996 (Zambia, 1996). Therefore, due to inadequate staff, it is unlikely that the Unit is able to effectively carry out its responsibilities.

The Department of Works is basically responsible for providing services to newly created plots, maintenance of Council buildings and properties and refuse collection and disposal. The Department is also responsible for the construction and maintenance of roads and drainages; street lighting and fire cover and rescue services. However, as shown in the first paragraph, the Department is not able to effectively carry out its duties due to inadequate staff. The Department does not have a Road Technician who is supposed to be in charge of the road section. Thus, according to the Deputy Director of Works, the road section is being headed by the Road Foreman who is not qualified for the job (Lushinga, 2010). Further, in spite of the fact that the Director and the Deputy Director of Works possess Bachelor's Degrees in Architecture and Building Science respectively, they are not suitably qualified for their jobs as stipulated under the Local Government Service Regulations of 1996. This, therefore, has implications on service delivery, especially regarding supervision of road projects.

The Treasury Department is also a critical Department in planning, implementation and management services. Among the objectives of the Department is to ensure that sufficient finances are made available in order to undertake the planned activities of the Council; prepare financial reports for all internal and external user groups; and to prepare and control budgets. The attainment of these objectives requires that the Council has adequate and suitably qualified staff



in key positions of Treasurer, Deputy Treasurer, Assistant Accountant and internal Auditor. However, based on the findings of the study, the Department cannot effectively attain its objectives due to shortage of staff. The Department has vacant positions for the Assistant Accountant and Internal Auditor. This, therefore, has ramifications on the effective collection and management of revenue.

The problem of inadequate staff can be attributed to inability of the Council to employ and retain staff due to poor salaries and other conditions of service. According to the Deputy Director of Works, the Council has not been paying attractive salaries compared to the private sector (Lushinga, 2010). Further, the District Council, through a circular from the Ministry of Local Government and Housing (MLGH), does not sponsor staff wishing to pursue further studies at the University of Zambia and other institutions of higher learning (Lushinga, 2010). Another problem that can be attributed to inadequate staff is the failure by the Council to attract suitably qualified personnel mainly due to the location of the district in a rural area. As evident from literature review (Odero, 2004), majority of employees (Engineers, Planners and Accountants) are reluctant to work for rural councils such as Chongwe, with no chances of transfer to urban areas and limited career opportunities. Nevertheless, as noted in Chapter two of this study, inter-local government arrangements for sharing staff can be achieved for such professionals as engineers, who can be shared by two districts with a strong backup support of site supervisor (Odero, 2004).

#### **7.4. Availability of Equipment**

Apart from shortage of human resources, several authors have cited lack of equipment as one of the constraints facing local authorities in Zambia with respect to planning and service provision. Lolojih (2008) argues that inadequate and unserviceable equipment for Choma Municipal Council (CMC) contributed to poor service provision. Mwanza et al, (1999) noted that in addition to the serious shortfall in terms of key staff, Lusaka City Council lacks basic equipment to carry out its assignments. Mukwena (2002) pointed out that lack of basic equipment on the part of local authorities was a major inhibition to the effective operations of DDCCs. Northern Province has been cited as one area where the operations of DDCCs were being hampered by the

inability by members to prepare reports and minutes due to lack of equipment such as computers (Mukwena, 2002).

In support of the findings noted above, the results have shown that the Chongwe District Council does not have adequate equipment to effectively carry out development planning, implementation and management of services. In terms of planning, the Council requires adequate equipment such as computers and printers for data storage, analysis, and writing and printing of reports; and utility vehicles for community facilitation. The Council also requires an operational and up to date database for storage and easy retrieval of planning information. The results of the study, however, have shown that the Council lacks adequate computers, utility vehicles and does not have an information database. As indicated in the preceding paragraph, this is likely to affect the ability of the Council, in particular the DPU to effectively carry out its functions.

In terms of implementation and management of services, the Council requires adequate equipment such as tippers, bull dozers, graders, road compactor, tractors, water buzzer and front end loader for provision of good roads; and waste bins and waste collection vehicles for management of solid waste. However, as shown by the results, the Council faces a serious shortage of capital equipment. Consequently, it has not been able to provide good roads and effective solid waste collection service to the residents.

## **7.5. Revenue Sources and Expenditure Pattern**

It has been observed that local governments in Zambia have diverse sources of revenue, both from local sources and Central Government. UN-HABITAT (2007) identified the major sources of revenue for LCC as property rates, ground rent, trading licenses, personal levies and billboard advertising. The most important source of revenue is property rates which constitute 50% of the council budget. However, it was pointed out that resource mobilization is hindered by an unwillingness (partly due to political considerations) to adjust in a timely manner the tariff levels for council services in response to increasing service delivery costs, a situation that leads to failure to fully recover costs. UN-HABITAT (2007) further indicated that although the central government is by law obliged to provide grants in lieu of rates to the Council, it does not do so.

Hampwaye (2008b) disclosed that the major sources of revenue for Ndola City Council (NCC) are property rates, market fees, personal levy, bus station fees and house rentals. Among these sources of revenue, the most important one is property rates, which contribute approximately 65% of the total revenue (Hampwaye, 2008b). However, several problems prevent the Council from getting maximum benefits from property rates. These include the fact that a considerable number of properties in Ndola are owned by absentee landlords and that the majority of properties do not appear on the valuation roll, which was last updated in 1999 (Hampwaye, 2008b). In addition, other local sources of revenue such as market and bus station fees and house rentals, have been constrained by political interference from the Central Government and party cadres, who often influence those operating in council markets not to pay fees to the City Council (Hampwaye, 2008b).

In the case of Chongwe, the major sources of revenue include property rates, personal levy, licenses and levies, fees and charges and Central Government grants. In contrast to city councils, licenses and levies are the most important sources of revenue, contributing on average 34% of the total revenue. However, the Council is not able to maximize revenue collection from this source due to factors such as the abolition of crop levy by the Central Government. As Chipata town clerk Golden Banda noted, district councils were failing to collect enough revenue due to the abolition of the crop levy by the Central Government (Mundia, 2010). while the Government has allocated to the Council, a grant of K1,193,000.00 per annum as crop compensation fund, the amount is inadequate and is not disbursed on time (Banda, 2012).

Besides the abolition of crop levy, the Council is unable to maximize revenue collection due to low service charges for services such as refuse collection which does not correspond to the ever increasing cost of providing the service. Furthermore, the Council faces challenges in collecting revenue from other sources such as property rates due to political interference from the Central Government (Mundia, 2010). In addition, the Council has not been collecting enough revenue from property rates due to inability by residents to honour their financial obligations to the Council. Thus, according to the Deputy Council Treasurer, the Council was spending colossal amounts of money in engaging bailiffs to recover the money owed by the residents (Kaziya, 2010).

Government grants are also a major source of revenue for rural councils such as Chongwe which have limited revenue sources. However, there has been a reduction in government grants in recent years. For example, according to the findings, grants reduced from 17% in 2008 to 7% in 2009. This has mainly been attributed to the 2008 global credit crunch which might have reduced government expenditure and the presidential elections held in 2008 which resulted from the death of President Levy Patrick Mwanawasa, State Counsel.

Expenditure management is also a cornerstone of effective service provision. Previous studies have, however, shown that most local authorities in Zambia incur excessive expenditure on staff salaries and conditions of service compared to the proportion of expenditure on public service provisions. For example, for NCC, the greatest proportion (70%) of expenditure was allocated for salary-related commitments, while only about 30% of the council's funds were spent on non-salary-related mandates such as service delivery (Hampwaye, 2008b). Similarly, CMC was spending the bulk of its income on personal emoluments with service provision getting a smaller share (Lolajih, 2008).

The findings of this study revealed a similar pattern. The study disclosed that the Council allocates a large portion (43% on average) of its expenditure on personal emoluments. These include salaries, overtime allowances, purchase of vehicles, car/cycle allowance, fuel allowances, funeral grants, leave and travel expenses, passage and gratuity (CDC, 2009). While on average, the Council allocates only 33% of its expenditure on service provision such as construction and repair of roads and collection of solid waste. In addition, the expenditure on service provision has been reducing despite the fact that the District has continued to experience steady increase in population growth. Ideally, as population increases, it is expected that expenditure on service provision would increase proportionately in order to cater for the increased demand for services (City of Conyers, 2007). As a result of continued reduction of expenditure on service provision and increasing population growth, the Council has been failing to provide effective services to the residents in its area of jurisdiction.

## **7.6. Effectiveness of Community Participation in Planning, Implementation of Development Plans and Management of Services.**

The shift towards decentralization in Africa has created space for community participation in local governance through specific mechanisms such as ward committees and Integrated Development Planning (IDP) and demand that local government promotes community participation (Zambia, 2002; Nyalunga, 2006). The importance of ward committees as the mechanisms for community participation has been highlighted by different experts. As Hicks (2006:1) observed, “when there is reference to community participation in local government, it implies ward committees which are the vehicles for engaging communities in municipality decision-making”. Nyalunga (2006) noted that ward committees are vehicles to entrench participatory governance at the grass root level. Smith and Visser (2009) disclosed that in South Africa, since 2001, ward committees have emerged as a key institutional mechanism intended to contribute towards bringing about people-centred, participatory and democratic local governance. Smith (2008) indicated that ward committees have been the focus of considerable attention by government as well as civil society, with substantial investment already made in an attempt to ensure that these structures have the necessary capacity and resources required for them to fulfill their envisaged roles as the “voice” of communities.

A number of authors have further commented on the roles of ward committees in relation to development planning and implementation of projects or programmes. Nyalunga (2006) mentioned that ward committees play a role of a strategic mobilising agent for both the municipality and the community in the planning and implementation of programmes. They can also play an important role in mobilising partnerships for the development of local projects (Nyalunga, 2006). Ward committees have the responsibility to identify and utilise the skills and resources that exist within communities or groups; that it is important for them to have a good understanding of what is available in their communities (in terms of finance, expertise, skills, new materials, community facilities, volunteers/labour and resources) (Nyalunga, 2006). Smith and Visser (2009) argued that ward committees should be involved in matters such as the IDP process, municipal performance management, the annual budget, council projects and other key activities and programmes as all these things impact on local people. Smith (2008) indicated that

ward committees help with community awareness campaigns such as waste, water and sewage, payment of fees and charges, as members know their local communities and their needs. Hicks (2006:1), however, argues that “whilst ward committees are a key component of community based involvement, many municipalities still do not have formal or functional ward committees in place”.

Similar to the ward committees, Chongwe District Council has established ADCs, whose objective is to facilitate community participation in decision-making and development planning processes at the ward level. The roles of the ADCs include to support and facilitate overall district development planning; to provide a development link between the ward and district (more specifically, the DDCC); and through participatory mechanisms, assess the needs of the ward. The ADCs, however, have no formal powers to force the Council to implement their plans.

In contrast to the argument by Hicks (2006), the ADCs are formal and operational. The ADCs are formal in the sense that there is a MoU which formally recognizes the existence of these organisations. Further, the National Decentralisation Policy (NDP) and the Draft National Constitution (DNC) recognize the existence of ADCs as sub-district structures. In addition, there are Guidelines that spell out the procedure for the establishment and management of the ADCs (CDC, 2010b).

The ADCs are operational based on the fact that the ADCs members have participated in the implementation of a number of projects undertaken by the District Council in their wards. For example, the ADCs members in Chongwe Central Ward have participated in the construction of a Market Shed along the Great East Road in Chongwe District. Additionally, one of the most striking findings is that the ADC members have participated in the identification of projects funded under the CDF in their wards. Basically, the role of the ADCs in CDF projects is to endorse the projects identified by the community before they are forwarded to the CDF Committee for selection.

Besides being formal and operational, the ADC members are fairly representative of the communities and interest groups within their wards. For example, the ADC for Chongwe Central

ward is composed of members representing different sections (zones) in the ward, including a ward Councillor (ex-officio) and representatives of NGOs such as Child Fund, marketers, traditional leadership and business community. However, as Smith (2008) indicates, while some level of representation of key sectors and geographical areas is achieved in the composition of the committees, the level of consultation between the members and their designated sectors/geographical areas may not be sufficient. This is due to the fact that ADC committee members have not been equipped with the necessary skills through training to enable them to effectively consult with their wider sectoral communities.

The findings of the study also revealed that most of the members of the ADCs, particularly for Chongwe Central ward are educated and possess basic skills in accounts, traditional law, building construction and business. Nevertheless, most members of the ADCs lack knowledge in project monitoring and conducting of meetings. The need for ADC members to receive capacity building training is widely recognised and is encouraged by the ADC Guidelines. The National Decentralisation Policy also acknowledges the need to develop capacity not only for local authorities but communities as well, in development planning, financing, co-ordination and managing the delivery of services in their areas (Zambia, 2006).

Apart from the positive aspects of ward committees, most observers are critical of the effectiveness of the committees in advancing citizen participation in development planning at the local government level given that most of them face a lot of challenges. Nyalunga (2006) argued that ward committees are not effective due to among other things, lack of capacity and incentives to persuade them to work whole heartedly towards the betterment of their constituencies. Furthermore, Nyalunga (2006) revealed that there are tensions between ward committees members and ward Councillors, and limited resources available to enable ward committees to function better and improve efficiency. Smith (2008) argued that ward committees are usually viewed as highly partisan structures.

Confirming the findings of other studies, the findings of this study revealed that ADCs do not have office accommodation and equipment such as computers, printers and photocopiers. This has affected the operations of the ADCs due to the fact that lack of basic equipment hampers the

ability of members to prepare reports and minutes of the meetings. The results further revealed that the ADCs lack funds which are cardinal for the procurement of equipment, office stationary and for some allowances for members. As observed by Smith and Visser (2009), the issue of members being given some kind of allowance/stipend is critical, not only as it serves to reimburse them for out-of-pocket expenses but also because it is seen as a form of recognition of the contribution ward committee members make towards development in the municipality. Furthermore, in spite of the fact that the members of the ADC for Chongwe Central ward possess basic skills, most of the members of the ADCs in rural parts of the Chongwe Districts do not. Consequently, it affects the effectiveness of the organisation as members fail to articulate developmental issues to the community.

The findings of this study also agree with the findings of the previous studies that there are tensions between the ward Councillors and some members of the ADCs, particularly the chairpersons. As mentioned by Hicks (2006), the tension normally arises mainly because ward committee members see themselves as equals to ward Councillors, having been elected by communities and given the mandate to represent them. Further, it is argued that many ward committee members harbour personal political aspirations, seeking ultimately to become ward Councillors themselves (Hicks, 2006). When there is a poor relationship between the committee and the ward Councillor, the functioning of the committee is adversely affected. Conversely, where there are good relationships between ward committee members and ward Councillors and where Councillors are motivated and involved, the performance of the committee is greatly enhanced (Smith and Visser, 2009).

The findings of the study also revealed that, apart from the guidelines for the establishment and management of ADCs, the legal and policy provisions under which the ADCs are established are inadequate. For example, the Registration and Development of Villages Act No 30 of 1971, is old and not in line with the current structure of the ADCs. Under the Act, the Chairperson of the ADC is said to be a ward Councillor, while under the current structure of the ADCs, a ward Councillor is an ex-officio. This, to some extent, has contributed to the tensions that exist between the ADCs members and ward Councillors.



## **CHAPTER EIGHT**

### **CONCLUSION AND RECOMMENDATIONS**

#### **8.1. Introduction**

This chapter presents the conclusions and recommendations of the study. In conclusions the chapter seeks to answer the question, “does Chongwe District Council has the capacity to plan, implementation development plans and manage basic services in the district”? The chapter seeks to answer the question by considering whether the Council has adequate capacity in terms of managerial, technical and fiscal capacity, and whether the community has the capacity to effectively participate in development planning in the District. The chapter proceeds by making recommendations on how to improve the capacity of the Council and the community so as to make them more effective in planning, implementation of development plans and management of public services.

#### **8.2. Conclusion**

The findings of this study suggest that Chongwe District Council does not have adequate capacity in terms of managerial, technical and fiscal to effectively plan, implement development plans and manage services in the District. In addition, the findings have revealed that the community lack capacity to effectively participate in development planning in the District.

In terms of managerial capacity, the study has shown that the performance of the District Council, in relation to service provision, has not been effective as the majority of the residents have either not been satisfied with service provision or have no access. Further the findings have revealed that poor service provision by the Council is likely to make Chongwe District unattractive to both internal and external investors and at the same time raise the cost of those already operating in the District. Furthermore, the findings demonstrate that the District Council does not have adequate staff both in terms of the number and qualifications in key Departments of Planning, Works and Treasury. The results indicated that lack of adequate staff is widely seen as one of the major factors contributing to poor service delivery by the Council.

Concerning technical capacity, the findings have revealed that the Council does not have adequate equipment in terms of computers for planning. Further, the findings illustrate that the Council does not have an information database, which is cardinal for storage and retrieval of planning information. In terms of equipment for service provision, the findings indicate that the Council does not have equipment such as graders, tippers, road compacter, front end loader and bull dozers for service provision. The findings have shown that the Council is only operating at 11% of the total capacity requirement for capital equipment. The results have demonstrated that lack of equipment both for planning and service provision have contributed to poor service delivery by the Council.

In relation to fiscal capacity, it is observed that, while Chongwe Council has several sources of revenue such as licenses and levies, property rates, fees and charges and personal levy, it has failed to maximise the revenue collection, particularly from licenses and levies which is the major source. The failure by the Council to maximise revenue collection from licenses and levies has been attributed to the Government's abolition of the crop levy. The study findings have further established that an expenditure pattern for Chongwe District Council is skewed towards personal emoluments than service provision, implying that the District Council spends a large portion of its income on salary-related activities than on actual service provision or capital projects. The meager expenditure allocation to service provision is further constrained by continued increase in District population growth which has resulted in poor and lack of access to services by most residents.

With regard to community participation, the findings have shown that the Area Development Committees (ADCs), which are mechanisms for community participation, lack capacity in terms of office equipment, office accommodation and appropriate legal and policy framework, to effectively carry out their functions. In addition, the results revealed that the ADCs are characterized by conflicts between ward Councillors and some members of the ADCs. Furthermore, the findings have shown that most ADC members, especially those located in rural parts of the District lack basic skills in leadership, community mobilisation and financial management, which are necessary for effective operations of the ADCs.

### **8.3. Recommendations**

In order to effectively carry out development planning, implementation and management of basic services, it is recommended that:

1. The Council should liaise with Central Government Institutions in the District such as Zambia National Service, Ministry of Health and Ministry of Agriculture and Cooperatives, to help in the provision of services such as construction and maintenance of roads and collection and disposal of solid waste.
2. The Council should employ additional staff, who are suitably qualified, particularly in the Departments of Planning, Works and Treasury, which are key in terms of development planning, implementation and management of services.
3. Since the Council does not have the capacity to employ and retain suitably qualified staff such as engineers, planners and accountants, the Council should look at the possibility of inter-local government arrangements (Odero, 2004) sharing staff with City Councils such as Lusaka.
4. As a long term measure, in order to attract and retain suitably qualified staff, the Council should improve salaries and condition of service for its staff. It is proposed that the Council should introduce rural hardship allowances and house and motor vehicle loans, in order to attract and retain suitably qualified staff. The Council should consider the possibility of entering into agreements with local banks and Zambia National Building Society (ZNBS) for low interest motor vehicle and house loans, respectively.
5. By recognizing that city/municipal and district councils are different in terms of resources, the Central Government should increase the allocation of capital grants to district councils to enable them acquire equipments such as computers, utility vehicles, graders, tippers and bulldozers, which are necessary for effective planning and service provision.

6. The Central Government should increase the crop levy compensation fund and ensure regular disbursement to district councils that have been affected by abolition of crop levy. This would lessen the financial problems facing district councils, Chongwe in particular.
7. The Council should allocate significant resources to ADCs to fund interventions such as training, consultative processes and information dissemination, so as to make them more effective in terms of participation in local development planning.
8. There should be a national fund to support ADCs. This fund should assist local governments, especially district councils to provide for administration, capacity-building training resources and out of pocket allowances for ward committee members.
9. The Government should formulate specific legal and policy framework to support the operations of the ADCs. Alternatively, the government should revise the Registration and Development of Villages Act No 30 of 1971 (Zambia, 2002) so that it is in line with the current structure of the ADCs.

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## APPENDICES

### APPENDIX I: QUESTIONNAIRE FOR RESIDENTS OF THE COUNCIL AREA.

Name of Interviewer: .....Date of Interview:.....

#### Introduction

I am a postgraduate student from the University of Zambia collecting information on residents (end user) satisfaction with services provided by the Council in terms of solid waste, roads and drainages.

Sex of Respondent: .....

Age: ..... (years).

#### Section A: Solid Waste Disposal

A1. What type of solid waste disposal facilities are provided by the council in your community?

Bins	[ ]	Refuse plastics	[ ]
Waste containers	[ ]	other (specify).....	

A2. Do members of your household use any of the above waste disposal facilities?

Yes	[ ]	No	[ ]
Other (specify).....			

If yes go to B3 and if no go to B4.

A3. Is the service reliable?

Yes	[ ]	No	[ ]
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A4. What are your main reasons for not using the waste disposal facilities?

Service is too expensive	[ ]	Inadequate storage facilities	[ ]
Service is unreliable	[ ]	Disposal facilities are far away	[ ]

A5. Where do members of your household dump the waste?

Illegal dump site	[ ]	Rubbish pit	[ ]
Burning	[ ]	Roadside	[ ]

A6. Do you think the council has the proper equipment for waste collection?

Yes	[ ]	No	[ ]
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A7. Generally, how do you feel about waste management service provided by the council in your area?

Satisfied	[ ]	Dissatisfied	[ ]
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A8. If dissatisfied, what do you think can be done to improve the service?

(i).....  
(ii).....  
(iii).....

**Section B: Roads and Drainages**

B1. What types of roads are found in the township?

Tarred ☐ Gravel road ☐

B2. What are the conditions of the roads during the rainy season?

Good ☐ Floods ☐  
Muddy ☐ other (specify).....

B3. How would you describe the condition of roads during the dry season?

Good ☐ potholes ☐  
Stones ☐ other (specify).....

B4. Generally, are you satisfied with the type of roads you have in Chongwe.

Yes ☐ No ☐

**Section C: Concluding Remarks**

**Thank you very much for your time and agreeing to answer the questions contained in this questionnaire.**

## **APPENDIC II:**

### **INTERVIEW GUIDE FOR AREA DEVELOPMENT COMMITTEE MEMBERS**

1. Name of the interviewee
2. Position in the organisation
3. Name of the organisation
4. When was the organisation formed?
5. What is the structure of your organisation?
6. What are the major role and function of your organisation in relation to local development planning (check the constitution).
7. What are the key activities or projects that your organisation has been involved in the district for the last five years?
8. Are there legal provisions or a policy that guides the operations of your organisation?
9. What type of skills (e.g. accounts, project planning and management skills) does your organisation have or you feel its needs to have.
10. Does your organization have adequate equipment to effectively carry out its activities?
11. What are the major sources of revenue for your organisation?
12. Is the revenue sufficient to cover the cost of operations?
13. Are there other constraints affecting the operations of your organisation?

#### **Concluding Remarks**

**Thank you very much for agreeing to do this interview. Is there anything else that you would like to add on to what we have discussed?**

### APPENDIX III:

#### ASSESSMENT SHEET: TECHNICAL AND MANAGERIAL CAPACITY

TECHNICAL CAPACITY: AVAILABILITY OF EQUIPMENT				
Local Development Planning	Indicators	Actual	Ideal	Remarks
1. How well equipped is the DPU?	▪ Vehicle			
	▪ Computer			
2. Has the council/district established an effective district planning information system?	▪ Operational data base with up to date information			
Management of Public Services				
3. Does the council have equipment for collection and disposal of solid waste which are in good condition?	▪ Waste containers			
	▪ Waste collection vehicle (tractor, truck, etc)			
	▪ Utility Vehicle			
4. Does the council have equipment for maintenance of roads and drainages which are in good condition?	▪ Grader			
	▪ Front end loader			
	▪ Road compacter			
	▪ Tipper			
	▪ Bull dozer			
	▪ Utility vehicle			
	▪ Any other			

MANAGERIAL CAPACITY: STAFF ADEQUACY				
5. Does the Council have adequate staff in terms of the number and qualifications in the Departments of Planning (District Planning Unit)?		<b>Actual</b>	<b>Ideal</b>	<b>Qualifications</b>
	▪ District Planning Officer (DPO)			
	▪ Deputy DPO with relevant qualifications			
	▪ Assistant Planner			
	▪ Community Development officer			
6. Does the Council have adequate staff in terms of the number and qualifications in the Department in the Departments of Works?	• Director of Works			
	• Deputy Director of Works			
	• Road Engineer/Technician			
	• Road Foreman			
	• Environmental Health Technologist			
	• Grader/Machine Operator			
7. Does the Council have adequate staff in terms of the number and qualifications in the Department of Treasury?	• District Treasurer			
	• Deputy District Treasurer			
	• Assistant Accountant			

Source: Adopted with modifications from ZAMSIF (2003) District Assessment Report