

CHAPTER ONE

INTRODUCTION

Background to the study

Decentralization, as a mechanism for improved service delivery has become increasingly popular over the past decade, along with the prominence given to governance and enhanced citizen's participation in the decision-making process of the affairs that affect them. In an attempt to mobilize efforts for nation building, African states borrowed heavily from the philosophy of central state planning during the 1950s and 1960s. The system of central planning often led to highly centralised regimes. The result of this was a centralised administration with powerful Provincial and District Administration being the local division of the Office of the President. These agencies operated, principally without much input from the local communities (Blair, 2000). In Zambia, local government reforms that were done through government efforts towards decentralizing the local government system were carried out in five phases from 1965 to 1991. The main objective for the reforms was to address the problem of poor service delivery resulting from high concentration of power at the centre which was inherited from the system of colonial administration.

In September 1964 formal politicisation of provincial administration began with the appointment of under- Ministers who were later renamed as Ministers of State. The Minister of State was supported on the political side by at least one official as a public relations assistant and from 1966 by a special presidential political assistant (with the Copperbelt Minister of State having four of these assistants): these officials were recruited from the ranks of the ruling party (Mukwena, 2001). On the administrative side, the minister of state was supported by a civil servant known as a resident secretary who replaced the former provincial commissioner (just as at the provincial level, the colonial district commissioner was replaced by the district secretary). The September 1964 changes marked the new government's first moves towards political control of provincial and district governments (Mukwena, Ibid.).

The first phase of the 1965 Local Government Act established the Ministry of Local Government headed by a Cabinet Minister who was responsible for policy direction, while the Permanent Secretary was in charge of administration. From 1971 to 1979, Government retained

the structures established between 1964 and 1970 with the exception of the Native Authorities, which were abolished in 1965 (Office of the President, 2002: P3).

The second phase saw government creating Ward Development Committees and Village Development Committees under the 1979 Village Development and Registration Act, number 30. The village became the primary focus for local development in the area. At the time of this enactment, Zambia was already a one-party state which was characterized by party controls and politicisation of the local administrative structures down to the level of Ward Development Committees in which Ward, Branch and Sections were merely political extensions or appendages which negatively affected local development programmes and service delivery.

In the third phase, the enactment of the 1980 Local Administration Act merged the structures of Local Government Administration with those of the ruling party. The Ministry of Decentralisation was created at National level. At Provincial level a Member of the Central Committee, assisted by Provincial Political Secretary and Permanent Secretary, was in charge of administration. At District level the District Governor, who was a political appointee, headed the integrated District Administration. The District council was supported by party structures such as Ward, Branch and Section Committees (Ibid: P3).

Fourthly, in 1991 Zambia reintroduced multiparty politics through the repealing of the constitutional clause on One Party system of government which ushered in the Third Republic and the enactment of the new Local Government Act, No. 22 of 1991. The enactment of the Act initiated the process to de-link local administration from the central government and convert it into a fully fledged autonomous local government system which was at the time viewed as part and parcel of the on-going democratic process. The objective of the Local Government Act No. 22 of 1991 was to provide for an integrated three tier local government system; and define the functions of local authorities (Chikulo, 1996). Following the re-introduction of the multi-party system of government, the 1980 Act was replaced by the Local Government Act of 1991 in December of that year. The major changes that came with the 1991 Act were the clear institutional divorce of party structures from the council, the abandonment of the integrative role of the district councils and the reintroduction of representative local government based on universal adult suffrage (Mukwena, 2001).

The fifth Phase that followed saw the transformation of the Ministry of Decentralisation into the Ministry of Local Government and Housing which was responsible for local government, while Cabinet was in charge of Provincial and District Administration. A Deputy Minister headed the Provincial Administration assisted by a Permanent Secretary. There was no head of administration at District level. Town clerks or council secretaries coordinated sector ministry activities. In 1995, the National, Provincial and District Development Coordinating Committees were established to coordinate activities at their respective levels. The following experiences were noticeable:

- a) Centralisation of authority continued to be quite pronounced and this led to the inefficiencies in the local authorities.
- b) Lack of legal framework led to unsatisfactory performance of District Development Coordinating Committees (DDCC) and the lack of community participation in the development programmes and their involvement in local affairs due to absence of district sub-structures.
- c) Service delivery for most local authorities has remained a lip service by those in the corridors of power. On the whole the local authorities have had many challenges in areas such as maintaining the road network in their areas of jurisdiction, poor water and sanitation service, poor drainage systems and uncollected garbage, poor street lighting, to mention, but a few. The lack of a legal framework to allow for participation by the people at the local level was an oversight that the reform process should have addressed (Office of the President, 2002).

However, following the 1991 Local Government Act, Government has also elaborated and adopted *The National Decentralisation Policy* in 2004 which is meant to provide for the strengthening of local government to facilitate more effective citizen participation in governance and the delivery of public services as the basis for decentralization. The Decentralisation Policy which has not yet been fully implemented expresses Government's desire to achieve a more efficient local government system that will enhance devolved decision-making authority and improve efficiency and effectiveness in the delivery of services. However, Government realizes that currently the capacity to attain such a decentralized system of government does not exist and has, therefore, deconcentrated some of its functions, powers and resources to provincial and district administration levels while the necessary capacities are

being developed in the Councils (Office of the President, 2002: i). It is believed that since the National Decentralisation Policy launched in 2004 had not been implemented, it was still in its infancy at this stage for the study to generate conclusive empirical evidence of the reform process and would undermine the attainment of a scholarly piece of work.

Decentralisation in practice is affected by the political aims of those who introduce reforms. The centre must devolve resources and power sufficiently to local government in order to allow it fulfil its responsibility. It takes time for such processes to take root and for capability at local levels to develop. Under the 'right conditions' decentralisation improves the targeting of benefits to vulnerable groups, increases participation and leads to effective bottom-up planning (Crook and Manor, 1998; Crook and Sverrisson, 1999). In view of the foregoing reforms by the government, and difficulties encountered to improve service delivery by local authorities in Zambia, it was deemed necessary to establish the factors that account for the poor public service delivery through a case study of Kabwe. The study further examines the nature of services and the capacity of the municipality to deliver public services.

Statement of the problem

Zambia has since independence in 1964 embarked on several local government reforms tailored towards a decentralized system of government and the following are some of the major reforms undertaken in an attempt to improve the delivery of public services;

- In 1991, following the introduction of a multi-party democracy, party structures were completely divorced from the local government system. This removal of central control ushered in independent elected councils which were empowered to determine, manage and control the district's human, material and financial resources.
- Government has reviewed and streamlined the organizational structures and devolution of functions to be performed through local authorities; at city, district and municipal levels with accompanying resources for their performance.

Despite the reforms undertaken by the Government and achievements made in putting some decentralisation measures in place for improved performance by local authorities, service delivery has remained poor for many councils in Zambia, including Kabwe Municipal Council. In view of the foregoing, the study was undertaken to establish the underlying factors that

impede service delivery in the local government system with specific reference to the Kabwe Council.

Objectives of the Study

General Objective

The general objective of this study was to establish factors that account for the poor service delivery of local authorities despite the reforms undertaken to improve their performance in service delivery using Kabwe Municipal Council as a Case Study.

Specific Objectives

- I. To establish the kind of public services Kabwe Municipal Council provides.
- II. To establish the administrative, financial and technical capacity of Kabwe Municipal Council.
- III. To assess the effectiveness of the councillors, council officials and other local government officials in service delivery.
- IV. To establish the effectiveness of local governance structures in service delivery.

Significance of the Study

The investigation of service delivery, in the rubric of decentralisation, has great potential for improving the lives of Kabwe residents and reducing national and personal costs through the development of responsive and inclusive processes. This study had notable significance as shown below:

- Since the Zambian Government has set to decentralise its local government system, the experiences of the reforms that this study was able to bring out, will generate useful information for government, policy makers and other stakeholders.
- At the moment, there is, indeed, a gap in scholarly literature on how the process of service delivery is going on and the extent of operationalising the Local Government Act. Therefore, the study generated first hand data based on practical local experiences, meanings and behaviours of political actors.

Conceptual Framework

The major concepts that form the anchor of this study are the various forms of decentralisation discussed one by one in the later part of the thesis.

Decentralisation - Is the transfer of responsibilities, authority, functions, as well as power and appropriate resources, to provincial, district and sub-district levels (Office of the President - 2002: P iii). Decentralisation can take four forms namely; deconcentration; devolution; delegation; and privatisation. Decentralising governance from the centre or the capital city to regions, towns and villages - can be one of the most effective way to promote participation and efficiency. Unlike national governments, local officials can be more open to public scrutiny. Generally, in Zambia the reform process has taken various forms of decentralisation, the major ones being through enactments, such as the 1965 Local Government Act, the 1980 Local Administration Act and the 1991 Local Government Act. The 1965 Act showed aspects of devolution and delegation. The 1980 Act showed some aspects of deconcentration of power because of a number of political appointees such as the District Governor who was an Executive head of a district council and other field administrators such as District Secretaries and Provincial Political Secretaries etcetera. The 1991 Act, to a large extent, reflects devolution, as well as delegation, because of the complete divorce of political party structure from local authorities. The delegation aspect refers to local authorities working independently with delegated authority through the Act to operate as body corporates to provide services on behalf of central government. All these forms have had positive and negative impacts on service delivery. The forms of decentralisation are briefly discussed as follows:

Deconcentration – Is termed as the transfer of functions and resources to lower level units of the same administrative system. Authority over decision-making and the use of such resources remain with the centre (Office of the President – Ibid.). In the case of government administration, this would entail the transfer of some functions performed at the ministry headquarters to provincial, district and/ or sub-district offices, while power and authority are retained by the centre. Zambia has borrowed some aspects of deconcentration and has applied the principle in line ministries in form of field administration.

Devolution – Is the transfer of legislative powers and institutional autonomy to sub-national units of government such as local councils, provincial and state governments (Ibid).

Such units are given the power to make decisions and do what they can to foster development bound only by the broad national guidelines and their financial, human, and material resources. In the decentralisation reforms for local government system, Zambia has adopted the devolution option as a mode of decentralisation. When power and resources are devolved to lower levels of government, people are free to make decisions in the affairs that affect them. Decentralisation brings governments closer to the people and enhances citizens' participation which ultimately promotes local democracy. An example is when an office at a lower level is assigned to perform some duties or tasks by a higher office. However, a lower office would still be required to consult a higher office on matters that require decision-making. There are some aspects of this concept which are applied in some line ministries such as education and health. Within the concept of devolution there is fiscal decentralisation. According to Bird and Freund (1994), fiscal decentralisation involves transferring some authority over expenditure responsibilities and financing from national to sub-national government units. In other words fiscal decentralisation means a shift of power for expenditure responsibilities and resources from central government to lower levels of government. Chirawu et al. point out (1999: P10)

“...fiscal decentralisation encompasses clear and formal assignment of revenue sources and revenue raising powers, designing a transparent and rule based transfer of resources between different levels of government and in general granting lower level governments significant autonomy and power on local expenditures and resources within a general national policy”.

If fiscal decentralisation is properly designed, it leads to improved service provision. There is a stress of potential benefits by advocates of fiscal decentralisation through the devolvement of fiscal responsibility to sub-nation levels of government on the grounds of increased efficiency in service delivery and reduced information and transaction costs that are associated with the provision of public goods and services. Among other ways in which to encourage development of local traditions is the streamlining of public sector activities which are regarded as important objectives of fiscal decentralisation programmes. For example, when central government transfers some of its powers and authority to democratically elected councils, local authorities or regional governments, it empowers them through pieces of legislation to determine local taxes and also raise their own revenue and exercise the freedom of how to use it. Under this

form of decentralisation, leadership is accountable to the local population through universal adult suffrage.

Delegation – This involves passing some authority and decision- making powers to local officials, while central government retains the right to overturn local decisions and can, at anytime, withdraw these powers from the local system of government (Office of the President, Ibid).

Privatisation – Local authorities which are sub national governments are only able to operate as body corporates charged with the responsibility of administration of local government and providing public services and cannot operate as private institutions. Local authorities which are governments at the local level can only be allowed through enactment of laws and other forms of legislation to have autonomy by, for example, devolving power and authority within the bounds of the national law that protects them from central government interference. The level of autonomy given to local authorities determines how autonomous a local council is for it to provide public services to the people within its jurisdiction. On the other hand privatisation is the divestiture of state interests in public enterprises and the subsequent sale of such to the private sector. For example, when a parastatal body like a national airline is sold to private shareholders. It is important to mention here that in the case of public administration, however, privatisation cannot be applied since local authorities cannot be privatised. (Office of the President, Ibid.).

Zambia has embraced both deconcentration and devolution as forms of decentralisation because, for example, in the Health Sector the Ministry of Health has deconcentrated some of its powers and responsibilities to District Health Management Boards (DHMTs) and in the Education Sector powers have been deconcentrated to District Education Board Secretaries (DEBS) who are charged with the functions of the Line Ministries. Deconcentration, therefore, is applied to Line Ministries, while devolution is meant to be applied to local authorities in the local government system in order to effectively and efficiently deliver public services. However, in the case of delegation, government transfers some authority and decision-making powers while retaining the right to overturn local decisions or even withdraw power and authority whenever it deems fit. For example, in the Zambian case government has delegated the powers and authority to the National Housing Authority (NHA) to provide housing, while the Food Reserve Agency (FRA) markets agricultural products, the Zambia Revenue Authority

(ZRA) collects revenue on behalf of the government in form of taxes and fees. The application of decentralisation and, in particular, devolution for local authorities, deconcentration in case of line ministries and delegation for government agencies is intended to create an efficient and effective administrative system at the local level that is able to deliver public services to the people.

Public Service Delivery – in this context entails provision of services to the people in education, health, social amenities, public facilities such as schools, markets, roads, drainages, clean water and sanitation etcetera. All the forms of decentralisation, as concepts in local governance, are known to be alternatives for those in government with regard to the provision of appropriate public services to the local communities and also to enhance their participation in the decision making process of the affairs that affect them. Services such as roads, garbage collection, fire services, water and sanitation, sewerage disposal, public health services, housing, are public goods and services that governments are mandated to provide to those they govern. Decentralisation also makes government officials to be responsive.

Literature Review

The available literature shows that there have been some studies conducted within and outside Zambia by scholars on local government reforms which governments have implemented in an effort to improve service delivery. The literature on local government reforms, with regard to service provision, can be found in articles, academic papers presented at public fora and studies done locally and outside Zambia. This literature provides fundamental insights into understanding principles of local government systems and the reasons why governments around the world have used to justify the reform process. Further, the literature from local studies helps to understand the reform processes that were embarked on after Zambia attained independence in 1964 and highlights the state of local authorities in terms of their capacity to provide public services. Known scholars, writing on local government reforms in Zambia, are Peter Lolojih, (2008), Royson Mukwena (2001), Royson Mukwena, (2002), Royson Mukwena and Peter Lolojih, (2002), George Pelekamoyo, (1977), Clever Madimutsa, (2006), Bornwell Chikulo, (1996). Others are Thandiwe Folotiya, (2000) and Luke Mankapi, (2001). On the other hand studies have also been done on Local Government System in locations other than Zambia by writers such as Tekaligne Godana and Royson Mukwena, (2003) in Namibia,

Remigius Munyonyo and Mtafiti Mwafrika, (1999) in Uganda, Gloria Passmore, (1971) in Zimbabwe and Martin Wittenberg, (2003) in South Africa. In addition, academic papers such as a country paper on Zimbabwe and Uganda presented at the international forum of the fifth African Governance Forum AGF-V (2002) in Maputo, Mozambique etcetera as part of the available literature have also provided very useful insights with regard to the administration of local authorities and lay a basis for further research in service delivery by local government systems around the world.

First reviewed is literature on Local Government in Zambia in order to draw lessons from it and in the process also identifying gaps that this study will try to fill in. Chikulo (1996: P 82), in his article “Local Government in The Third Republic”, states “the proclamation of multiparty democracy ushered in Zambia’s 3rd Republic, allowed the formation of political parties and nullified the ruling party’s constitutional paramouncy over the civil service and state apparatus at all levels”. The enactment of the new Local Government Act, No. 22 of 1991 however, initiated the process to de-link local administration from the central government and converted it into a fully fledged autonomous local government system which was at the time viewed as part and parcel of the on-going democratic process. The objective of the Act was to provide for an integrated three tier local government system; and define the functions of local authorities. The objective, therefore, was to democratise local government in Zambia, introducing representative local councils. There was also a clear divorce of structures of the ruling party from central and local government. Chikulo, B.C. (1996) argues that “democratisation, therefore, requires not only institutional pluralism but also needs independent institutions, such as an independent judiciary, an impartial civil service, effective parliament and a strong and autonomous local government”. Chikulo’s study is important because he discusses the 1991 local government reforms in the Third Republic that aimed to establish a strong and autonomous local government. The study focuses on structural changes in the democratisation process that came about due to the enactment of the 1991 Local Government Act. The important lesson in this study is that, governments embarking on reforms that relate to service delivery and local governance should be prepared for the institutionalisation of the new system of local government which may present certain difficulties that cannot easily be surmounted.

In his PhD Thesis entitled “Local Government Administration and Service Delivery in the Third Republic: A Case Study of Lusaka City Council, Choma Municipal Council and Luwingu District Council”, Peter K. Lolojhi, (2008) focuses on the problem of local council administration, as the sole cause of poor service delivery. He argues that since attaining its political independence in 1964 from Britain, Zambia continued to institute policy reforms with a view, among other things, of ensuring the existence of a local government system (local councils) capable of delivering the much needed services to its citizens (1965 Act; 1980 Act; 1991 Act).

The study by Lolojhi (2008) reveals that internal factors such as inadequate supervision of staff and poor financial management within the financial and administrative structures of local councils, coupled with the external influence from poor government policies and other directives, have contributed to poor service delivery by local authorities. Further, Lolojhi points out that the creation of an enabling environment capable of supporting a local government system that can deliver adequate quality services has not been achieved. The other factor cited in his thesis is lack of qualified staff in local authorities due to the inability of local councils to attract and retain qualified personnel. He further laments that local authorities lack plant and equipment which in turn have adversely affected their operations in the local communities. Further, the centralising tendency of central government, as exemplified in its policies and pronouncements, has greatly undermined the ability of local authorities to raise sufficient local revenue through local sources and consequently create high levels of dependency on central government funding.

On financing local authorities, Lolojhi specifically refers to the problems of (i) the lack of a meaningful policy for financing local authorities (ii) narrow local revenue base; and (iii) the lack of entrepreneurial initiatives on the part of council administrators. Section 45 of Local Government Act provides for the disbursement of specific government grants to enable local authorities provide services related to water and sanitation, health services, and fire services. He argues that the local authorities are not able to acquire and maintain expensive equipment.

According to Lolojhi (2008), although local government regulations provide for councils to seek financial assistance for the purpose of manpower development and training from central government (Statutory Instrument No. 115 of 1996), councils have found it very

difficult to access such assistance. Consequently, building of internal capacities by councils through manpower training and development in order to improve service delivery is eroded. He further cites legislative weaknesses and government's inappropriate directives which have adversely impacted on the local authorities' capacity to deliver public services. Although local authorities are constantly reminded about their incompetence, government policies and actions make it difficult for these institutions to effectively manage their own affairs resulting in dependence on central government for assistance. He observes that the system of local government has created an environment where local authorities are continuously dependent on the centre for financial and other forms of support.

The study by Lolojih is very useful and relevant to this study, as it provides good ground for understanding the role of local authorities in the delivery of public services. The work by Lolojih forms an important basis upon which further research can be done. Further, it helps a lot to understand the dynamics of local government systems. His focus is on the three levels of local councils namely District, Municipal and City councils. In order to cover these three levels of local authorities, he focuses on Luwingu, Choma and Lusaka respectively. Hence, this study which focuses on Kabwe Municipal Council in central province benefits a great deal from Lolojih's theoretical insights.

In an article by Royson Mukwena titled "Situating Decentralization in Zambia in a Political Context," (2001), he reveals very interesting findings stating that changes in decentralisation since independence have been as a result of political influence. The contention is that if the political context within which decentralisation occurs is not unravelled and understood, it becomes difficult to appreciate and account for the failure of certain decentralisation reforms. This applies especially to those reforms that are driven more by unclear political considerations rather than coming from administrative concerns, as was the case with the Zambia Local Administration Act of 1980.

According to Mukwena (2001), the 1980 Act was politically motivated contrary to the call for improving the operations of local authorities which were driven by the ruling UNIP's desire to cement its control over the administrative machinery of the local government system. The fusion of local party structures with council structures in order to provide remuneration to party officials was not attainable and this led to the low morale of these officials. Over politicisation of the system under the 1980 Act led to the collapse of the local government

system in Zambia. Mukwena further observes that even under the 1991 Act, the local government system seems to be driven more by political considerations. He notes, for example, that the inclusion of MPs on the membership of councils and appointment of district commissioners were done within political interests of those in power. Mukwena's study is important as it provides some level of understanding of local governance and the interests of political actors. He provides insights on how political interests at higher levels can override public service delivery. However, the study does not show the direct impact of politicisation of local authorities on service delivery. He argues that when political considerations are a priority, they tend to affect administrative ones. His contention is mainly on the failures of decentralisation reforms which could not be fully understood unless the political context was made clear to the public. This scenario poses an impediment in the operations of local authorities that could have a direct negative effect on public service delivery.

In his other study, entitled "Building the Institutional Capacity of Local Authorities in Zambia in the Third Republic: An Assessment," Mukwena (2002) observes that lack of equipment in local authorities and government departments at district level are some of the factors that impede service delivery. Further, he points out that lack of executive authority of DDCCs and PDCCs was likely to inhibit the effective coordination of these committees. It was also likely to be difficult for the council secretary/town clerk as DDCC Chairman to provide the required leadership for this body since his role lacked legal backing (Mukwena, 2002: P 12). Further, generally the PLGOs are unable to discharge their functions due to lack of transport and shortage of professionally qualified staff, especially in the audit section. He also argues that the general lack of funds through central funding would hamper the restructuring of the MLGH and the entire local government reform programme as prescribed by the Public Service Reform Program (PSRP), whose implementation was launched in November, 1993.

The Local Government Support Project (LOGOSP), which was an ODA funded project, was an institutional development project that was designed to support Zambia's Public Service Reform Programme through capacity building activities in local government throughout the country. In the article, Mukwena (2002, P 15), laments "except for the ODA - funded Local Government Support Project, the other donor projects aimed at strengthening local government do not cover the whole country and are, therefore, limited in scope". The project commenced on 1st August 1994, and was scheduled to continue until March 1997. He

argues that there is potential through local government reforms for improving the performance of a vital sector of the Zambian political system which had the responsibility of delivering a range of key services to local communities (Mukwena, Ibid: P 14). He observes that the institutional capacity of local authorities to provide services had been very modest in the Third Republic such that even if funding for various services councils were expected to provide became available immediately, these funds were very unlikely to be spent in a cost effective manner. Mukwena's assessment in the study is important, as it focuses on the national capacity building and institutional restructuring from the centre at ministry level down to local government structures such as PDCCs, DDCCs, PLGOs and local authorities. The study helps to explain the holistic view and the need to decentralise by restructuring the entire local government system in Zambia. His assessment further points out that the weakness in the capacity by the Ministry of Local Government and Housing to supervise or even to consistently monitor the activities of district councils has resulted in the failure to curb high levels of misappropriation of funds in some district councils. The focus of this study does not entirely agree with Mukwena's views because local authorities in a devolved system are expected to enjoy a good amount of autonomy and not to be closely monitored by the Ministry. However, Mukwena's study is important because his assessment of capacity building for local authorities through local government reforms helps to explain the fact that although the Public Service Reform Programme was aimed at improving the vital sector of the Zambian political system which had the responsibility of delivering a range of key public services to local communities, it failed to attain this objective.

In a Chapter by Royson Mukwena and Peter Lolojih titled "Governance and Local Government Reforms in Zambia's Third Republic," (2002), the writers review the Zambian Local Government prior to the Third Republic, namely, Phase One: 1965-1980, Phase Two: 1981-1991. They further discuss extensively the Local Government system in the Third Republic. They observe that "although the institutional capacity of local authorities in Zambia had been in decline for some time, especially since the introduction of one party state in 1972, the imposition of inappropriate local government structures under the 1980 Act intensified this decline during the period 1981 to 1991. For instance merging the local party structure with the local council opened avenues for rampant financial mismanagement and diversion of council resources to party activities" (Mukwena and Lolojih, op cit, P: 218).

In the Chapter Mukwena and Lolojih (2002), noted the lack of capacity of local authorities to initiate economic activities that can enhance their revenue base. The housing empowerment policy and limited revenue from water utility companies has put a strain on the financial capacity of councils. Approximately 53% of the 2001 local government budget support was financed by the donor community, clearly demonstrating the extent of central government's financial incapacity, Mukwena and Lolojih (op cit, P 221). They further observe that government's efforts to reform local government system is mere rhetoric and that some government directives and policies have not only deprived local authorities of their revenue but rather promoted and sustained their financial dependency on central government. This study is useful in providing good understanding of a historical context of the local government system and the impact of the reforms on the institutional capacity of local authorities. Further, the study clearly demonstrates the financial incapacities of local authorities, even beyond the 1991 Act due to poor government financing and incapacity of internal financing by local authorities which impacts negatively on service delivery.

In his Master's Thesis, titled: "Local autonomy and central control in Zambian urban authorities", George M. Pelekamoyo (1977), observes that the Ministry of Local Government and Housing and other ministries, and local authorities can not only be seen in formal terms (such as statutory and financial relations) but also informally and notably in political terms. He observes that there are three conditions which define the relationship between central government and local authorities. The first one is that local authorities provide most local services and some of the services include, provision of housing, land acquisition and granting permission for developments, constructing main roads, removing refuse, providing markets and supplying water to residents in their jurisdiction.

However, he points out that before any action can be taken, approval is sought from the Ministry of Local Government and Housing. Appeals by aggrieved residents may be channeled to the Ministry if Local Government and Housing or other ministries against some of council decisions and, therefore, central government can encourage, forbid, persuade or frustrate. Pelekamoyo (1977: P50) observes "it is true that government ministries exercise control and exert their influence over local authorities. But local authorities sometimes make their impact also on government ministries, particularly the Ministry of Local Government and Housing through the Local Government Association of Zambia".

He observes that the third condition that shapes the relationship between central government and local authorities, lies in the functions of local authorities that are mandated to them to perform, and the services that they have to provide at the required standard. Sometimes, Government makes national policies which are supposed to be implemented by local authorities. Pelekamoyo's observation is valid because, for example, under the MMD administration, government issued a directive to all local authorities to scrap crop levy which led to loss of revenue for the councils. This move by government created a conflict of interests between local authorities and central government. He argues that the statutory powers given to both government ministries and local authorities, result inevitably in both co-operation and conflict. He points out that the co-existence needed for the purpose of achieving the most efficient results reflects the need for partnership and yet each seeks ends which are incompatible with the end of the other, and disagreement occurs. In his study, Pelekamoyo (1977) found that councillors, mayors, council officers and civil servants in the Ministry of Local Government and Housing held different views about the status of local authorities. One group believed that local authorities were agents of central government. The second group felt that local authorities were partners of the Ministry of Local Government and Housing. The final group held the view that local authorities were partners of the ministry and qualified it by pointing out that local authorities were junior partners of the Ministry of Local Government and Housing. Pelekamoyo (1977) argues that Government should make consultations with local authorities before decisions are taken. He observes: "if this attitude of the Government towards local authorities does not change, the present relationship between the Ministry of Local Government and Housing (and other government ministries) and local authorities will continue to reflect the diminishing status of local authorities in the government of the country." (Pelekamoyo, 1977: P165). He also acknowledges: "no local authority can be completely autonomous as this would mean cutting itself away from central government thereby challenging its responsibility to the nation as a whole" (Ibid, 1977: P 165). The study shows that local authorities depend upon Government for the conferment of powers.

This study is important to this research project because it helps to understand central local relations and that both central government and local authorities need to co-exist in an harmonious manner within the framework of existing legislations (which requires a continuous review) while each retaining its own responsibilities for the sole purpose of delivering

development to the people at the local level. The study also helps to understand the critical role played by local authorities as organs of central government at the local level and the need for central government to decentralise powers and authority to local government institutions for effective delivery of public services.

In his Masters Degree dissertation titled 'Popular Participation in Poverty Alleviation Activities and Strategies in a Decentralised System of Government', Madimutsa (2006: P 61) argues that "devolution of the government enables a variety of lower level government institutions to be established to link local people to vital social services, such as, safe drinking water, housing, education, food and health care". Through a dual system of government decentralisation, a variety of options are offered to the local people in order to participate in poverty alleviation activities. This participation comes either through the deconcentrated sector ministries or institutions of government that are devolved such as the District Council, Ward Development Committees (WDCs), likened to RDCs today, and traditional rulers.

In the study the findings show that devolved government institutions play a pivotal role in the poverty alleviation activities through the process of employing a variety of participation methods which include, among others, organising meetings with local people where discussions on poverty alleviation are done and strategies of carrying them out. Contributions by the local people are done through provision of local labour towards alleviating local poverty. Activities such as brick moulding and procurement of local materials such as building sand are all part of the contributions from the local people. The study is important but not relevant to the research question being investigated since the focus is on popular participation in poverty alleviation. Nevertheless, lessons are drawn from this review that traditional rulers tend to attract a higher percentage of people to participate in poverty alleviation than any other devolved government institution such as local councils, WDCs or civil society organisations and, therefore, could foster local participation for public service delivery. Further, although his focus is limited only to poverty alleviation in general, his assertion that WDCs are vulnerable to political interference is justified, as these units which are meant to link the people to local authorities, causes people to shy away from participating in local affairs. The study helps to explain the role of local governance institutions in service delivery, as it demonstrates how important these institutions link the people to municipalities.

In her undergraduate law degree research project report, Folotiya (2000) studied the decentralisation of local government because she thought that the development of an efficient, transparent, accountable and participative local government will help develop and enhance democracy in Zambia. She observes that “the Zambian government accepts that it needs to decentralise the system of local government as a method of enhancing democracy. The development of democracy and decentralisation of local government are viewed as a means of improving the provision of services by the public sector and thereby the quality of life of citizens” (Folotiya, 2000: P 50).

Further, she argues that leaders and decision-makers are supposed to be accountable to the citizens for their words and actions. She points out that citizens have the democratic right to criticise their rulers, to exercise freedom of association so that demands are made on their rulers and in the end win their support for the policies they advance and by so doing people are able to participate in the democratic process. The 1991 Local Government Act provides for the system of local administration. The elected council represents the citizens and council meetings are convened to make decisions on the provision of services to the public.

Folotiya argues that lack of commitment on the part of central and local government to educate and sensitise the citizens on their civic obligation, is the major cause for lack of participation in local affairs by the citizens. She further argues that central government’s efforts to democratically decentralise local government have led to the deconcentration and not the devolution of decision-making authority. She concludes by stating that these efforts by government to enhance democracy at the local government level have not been effective mainly due to lack of political will from central government. A report on Fiscal Decentralisation and Local Government Finance in relation to infrastructure and service provision in Zambia by Saasa, O. S, et al. (1999: P 163) reads:

“...it is important to observe that, in the Zambian case, observed weaknesses in the level of quality of infrastructure and service provision are sometimes more a function of institutional, organisational, and resource capacity limitations than the absence of regulatory and legislative frameworks. Equally observed are the facts that deliberate flouting of laid down procedures and legislation has been evident at both the level of central government as well as sub-national government authorities”.

Folotiya concurs with the observation of Saasa and his colleagues for she argues that the legal framework for an effective local government does exist in Zambia, save for some of the

sections that need to be repealed in the 1991 Local Government Act. Some of these critical areas of governance in the section relate to the reduction of central government's control on local government. She argues that central government's control on local government has, for example, been exercised through the determination by central government of acceptance of council minutes and resolutions, approving of council bye-laws and property rates. The dissolution of council for failure to function is done by the Minister in charge of local government who performs duties on behalf of central government.

The findings in the study by Folotiya provide insights and important lessons on the reform process from the legal standpoint. Her findings also help to explain legislation framework as provided for in the 1991 Act. She argues that the MMD government's efforts in the reform process aimed at democratizing the local government system for improved local level participation and service delivery. However, Folotiya's study does not specifically focus on local authority's capacity and decentralisation of service delivery but rather central government's policy reforms on the democratization of local government system.

In his MSc. Thesis in Geography titled "Closure of Kabwe Mine and its Impact on the Socio-Economic Transformation of Kabwe Urban," Mankapi (2001), focused on assessing the impact of the closure of Kabwe mine on socio-economic transformation of the district. He observed marked changes on the population of the district since the time of the closure in 1994 to 1999. In his study, the majority of the former miners who were interviewed, representing 53% indicated that they had no plans of ever leaving Kabwe. The findings conform to population movements in other developing countries, such as those in South America and India. The movements have not influenced the further expansion of the said areas. These movements actually led to the filling up of gaps which were within the established boundaries in unplanned settlements.

Employment opportunities (about 3500) provided by major employers such as Power Metal Limited, Kabwe Steel Distributors, National Milling Company Limited, China Mulungushi Textiles are inadequate for the fast growing population of Kabwe. He observes that chances for the former miners being employed are slim as they are quickly approaching retirement age of 50 for women and 55 for men. Only 43 percent of former miners have turned to the informal sector. Some of the initiatives that are supported by the Zambian government such as, Future Search programme, for people leaving formal employment, and Out-grower

schemes at Nakambala sugar estate could help, to a large extent, in settling the people who experience job losses through retrenchments or by virtue of retirement.

The findings by Mankapi are important to this study as they provide good understanding of some of the causes of peri-urban development in Kabwe district. Since the majority of the former miners opted to resettle in Kabwe, unplanned settlements became unavoidable, posing problems for service delivery by Kabwe Municipal Council. In addition, the impact of movements of former mine workers to unplanned settlements, including those who bought mine houses, created another problem for the local authority to provide appropriate public services let alone raise revenue from property rates respectively.

In the concluding remarks on local literature discussed above, it is observed that insights used provide good ground for this study. Being local studies, they form a better theoretical understanding of the local government system. It is also felt that this study will go a long way in filling some of the gaps identified in the local literature.

In terms of studies conducted outside Zambia, one done by Remigius Munyonyo and Mtafiti Mwafrika titled “Decentralization in Uganda: Theory and Practice”, (1999), found that the implementation of the decentralisation programme, which was effected through the enactment of the Local Government Act 1997, has widened political space to an extent where different actors have been enabled to participate in the decision making of those activities that affect them. The study further found that not only has decentralisation widened the political space due to the involvement of people at the local level, but it has also made available financial resources to make planning, resource allocation, programming and prioritization predictable and possible. Munyonyo and Mwafrika (1999), report: “in October 1992, the President launched the decentralisation programme. Since then the policy of decentralization has been included in the new Ugandan Constitution, and in 1997, a Local Government Act was enacted. The emphasis of the Act was devolution of powers to the district and the lower levels of local governments and the democratisation of decision-making. These two instruments have dramatically changed the central government framework within which its local government operates.”

The study by Munyonyo and Mwafrika on decentralization in Uganda although it is not on Zambia and despite it dealing with Uganda, is found to be useful. The lesson that can be

learnt from Munyonyo and Mwafrika's work in Uganda is that the local government system is well devolved.

A similar study done on Uganda and presented as a country paper at the fifth African Governance Forum AGF-V (2002) in Maputo, Mozambique found that Museveni's National Resistance Movement (NRM) upon assuming office in 1986 immediately appointed a Commission to look into the operations of local government system in Uganda. Its recommendations formed the basis for designing a new system. Other consultative forums include the May 1990 Committee of Experts on Democratic Decentralization and an interdisciplinary Task Force of Uganda Technical Experts in 1992. The Committee's report and the activities of the task force paved the way for the implementation of the decentralization policy.

According to the AGF-V (2002), some of the distinguishing features of Uganda's decentralization policy include: The levels of local government that are bodies corporate enjoy a substantial amount of autonomous local decision-making powers and political visibility. This partly explains why district councils attract well qualified and competent councillors who compare very well with members of the National Resistance Council; Powers of the minister to unilaterally revise lawful decisions of councils or to disband them have been eliminated.

Local governments are the employing authority of their officers, a situation that ensures undivided loyalty. It means employees are accountable to the councils; and traditional and cultural institutions have been given wide latitude of action to promote development and good local governance, using cultural institutions to supplement the endeavours of civic authorities. The ultimate goal of the Ugandan decentralisation measures is to release or enhance local initiative and strengthen the local democratic process in order to sustain development and enhance local capabilities for self-governance and delivery of services (Zimbabwe Country Paper, AGFV-2002).

These findings are important to this study on the efforts made in the decentralisation reforms, as they show the extent of devolvement of structures of local government in Uganda from which a comparative analysis can be drawn for the Zambian case. Further, the study demonstrates democratic principles that Uganda followed through wide consultations such as the May 1990 Committee of Experts as well as Interdisciplinary Task Force of Uganda Technical Experts in 1992. Lessons have been drawn from this study on the importance of

strengthening local capabilities which are key in enhancing self-governance and service delivery. This study helps to understand that, in order to have effective devolution, there is need to devolve resources and effective power to local authorities. Studies dealing with Uganda's experiences are useful although it's not in terms of Zambia.

An article by Godana and Mukwena (2003), titled “ Intergovernmental Relations and Fiscal Decentralisation in Namibia” focusing on the implementation of the decentralisation policy in Namibia revealed some interesting results for that country's local government reforms. In the study, they observe that in Namibia's Decentralisation Policy, the creation of Regional Tender Boards will give regional councils expanded power on capital projects by means of procurement of goods and services, as well as screening tenders. The process of decentralising capital projects begun in the year 2000 but no significant progress had been made by the year 2002. Godana and Mukwena (2003), observe that regional authorities in Namibia are much weaker than local authorities. For example, in some regions, such as Khomas and Erongo, because their activity is confined to areas outside local authority jurisdiction, the regional authority's influence on the region's economic and social development is very limited. They further found that unlike regional councils, local authorities provide obligatory services, e.g. water and electricity supply, sewerage services, street lights, urban roads, recreational facilities, fire brigade services, general security and licensing of vehicles and small businesses. The beneficiaries of these services pay instantly, monthly or periodically depending on the service (Godana and Mukwena, 2003: P 100). The study also revealed that local authorities can also levy tax on the variety of services or sellable items. Most importantly, they enjoy fiscal authority, which gives them a more meaningful operational status than regional councils. Godana and Mukwena further observe that in Namibia, local authorities that do not qualify to be municipalities depend on central government subventions for their operations. In the study, they also found out that the devolved lower level governments have full power of decision- making over their functions and this freedom determines the level of scope and quality of services they provide. Such free exercising of their powers and responsibilities is only possible if lower level governments possess their own independent revenue sources (Godana and Mukwena, 2003). They also observe that local authorities in Namibia are engaged mainly in traditional municipal service delivery, such as water and electricity supply and refuse removal, but the decentralisation policy allocates additional non-

traditional functions to them, such as health, education and environmental management functions. Godana and Mukwena (2003, P 95) argue that “for the process of delegation to be implemented successfully, and for delegation to be taken to the stage of devolution, there is need for Namibia to overcome the challenges hampering the implementation of decentralisation as a whole”. For example, the major challenges include the devolution of powers to regional councils especially the decentralisation of capital projects, health, education, environmental management functions and other obligatory services.

The study by Godana and Mukwena provides useful insights because it provides lessons about local councils and how they are more empowered than those at regional level. The study also helps to perceive the importance of fiscal decentralisation and increased revenue base for local authorities in Namibia, as it has shown that revenue sources such as housing, water and electricity supply, motor vehicle licensing are key areas of resource mobilisation for local authorities. In Zambia, for example, some of these revenue sources have been given to the Road Transport and Safety Agency (RTSA) for motor vehicle licensing, council houses have been sold, water and sanitation services are under utility companies and electricity provision is the responsibility of Zambia Electricity Supply Corporation (ZESCO). The Namibian study also shows that for any decentralisation measures to take-off, there is need for the centre to be willing to give up powers and authority, as well as appropriate resources for effective local decision-making and democratic governance. These findings are crucial for this study because they show the importance of ‘political will’ and also the commitment of accompanying resources and willingness to devolve power and authority to lower levels of government for effective service delivery.

In an article titled “Decentralisation in South Africa”, Martin Wittenberg (2003), observes: “the challenge facing South Africa is how to ensure that the reforms that have been introduced thus far create interests that will ensure that these reforms are carried through to the end”. He argues that the institutional arrangements and boundaries in place can create interests that would affect the ability of the system to move to a different set of arrangements. According to Wittenberg (2003), the decentralisation programme depends on adequate transparency but the current intergovernmental system in South Africa is not all that transparent. Wittenberg argues that the system has its roots in the apartheid regime. He observes that one of the key ingredient which is currently missing from the system, is a lively and functioning civic

movement that can hold local officials to account. Wittenberg laments that South Africa had a lively civic movement during the struggle against apartheid whose leadership unfortunately was absorbed either into government or went elsewhere. He observes that many of the issues confronting the system today have their roots in the past; the capacity problems are found at provincial level; the awkward position of the districts - linked to lower level municipalities do also have some tension among them; there is also the problem of raising revenue by local authorities. The study also found that the equitable share formula, though not perfect due to inaccuracy of the data, has been able to reach many more poor areas with social service benefits. However, Wittenberg's study also found that a system of legal and financial checks and balances is being created by the South African government.

This study helps to highlight the problems of financial capacity of local authorities in relation to the provision of public services. Local authorities in South Africa depend heavily on central funding and this is a problem for service provision, especially for districts that may not be favoured by those in power. It can be learned also from this study that local level participation in the form of a lively civic movement is key to make local officials accountable. The equitable formula being applied has the potential to disadvantage those districts with weak economies not to sufficiently benefit from central funding. The important lesson from the study is the need to involve the local communities as partners in service delivery.

In her First Edition entitled, "Theoretical Aspects of Local Government and Community Action in the African Rural Areas of Rhodesia", (1971), Passmore (1971: P56) observed that a community worker is an integral part in the interpretation of the rationale of government's decision to the local people. Local government which is no less than central government should be assisted so that it remains responsive to the local peoples' wishes and opinions. There is need for the stimulation of the vital forms of voluntary organisations in order to overcome the trends of local government disposition towards conservatism. The voluntary services should be taken as additional efforts to those of local government in the provision of essential public services at the local level. In this way local government will be kept up to standard and also voluntary services will supplement its functions. Community development should be seen as a continuing effort with sustained vigour under new support of local government.

The findings in Passmore's study provide good ground to appreciate the importance of placing emphasis on voluntary organisations, as a means to enhance community development.

She argues that voluntary participation, especially in rural communities is a key component for enhancing local governance issues, and not local legal institutions, such as local authorities. She also points out the relevance of community driven initiatives as critical efforts that supplement service delivery by local authorities especially in rural areas.

Another study presented as Zimbabwe country paper at the fifth African Governance Forum (AGF-V) in Maputo, Mozambique, on Local Governance for Poverty Reduction provides very useful insights with regard to the administration of local authorities (http://www.undp.org/Africa/agf/country_reports.html). The 2002 AGF-V Zimbabwe country paper states, “Following the attainment of political independence in 1980, the Zimbabwean government has undertaken various initiatives to restructure the administration of local authorities with a view to improving service delivery”. Accordingly, structural changes were aimed at making the system of local government democratic and more responsive to the needs of the people. The paper further states that the Zimbabwean government abolished the African councils and replaced them with fifty-seven district councils which were democratically elected. The paper records that in 1988, the Rural District Councils Act was promulgated with a view to unifying district and rural councils. The major objective of these reforms was to rationalise the local government system in the rural areas. The amalgamation of the rural and district councils was seen as necessary to dismantle the former racially based local government system and to create for the rural areas a local government system that would promote nation building through interaction across the colour line (AGF-V, 2002). According to the country paper, the post independence local government system in Zimbabwe should be read within the context of the decentralisation policy. The Government has sought to increase the decision making power of local authorities and in addition transferred added functions to them, so that they could respond more effectively to the needs of their electorate.

In the Zimbabwe country paper, AGFV (2002), it is argued that the setting up of sub-district structures was meant to enhance the democratisation of development process, through the active involvement of stakeholders in the planning and implementation of development projects and programmes. These structures comprised Village and Ward Development Committees and were considered the basis for local initiatives in the formulation of development proposals (Zimbabwe country paper, AGFV-2002). However, regarding financing, local authorities are empowered to raise taxes based on capital value of properties to

collect non-tax revenue such as fees, licenses, rents, user charges and profits from trading ventures and receive grants -in-aid for key services such as health, education and roads. Urban local authorities have been more financially independent than rural council, especially with regard to recurrent expenditure. Generally, however, government increased its level of fiscal support to rural based councils in an effort to embark on the massive provision of services and the major reconstruction of the war ravaged infrastructure (Zimbabwe country paper, AGFV-2002). According to the Zimbabwe country paper, over the years, problems began to surface which included incompetence, improper practices, lack of coordination in council business and lack of loyalty on the part of councillors to a common cause which undermined the administration of councils, adversely affecting service delivery. Additionally, urban councils began to be weak and full of flaws, due to inappropriate structures, weak institutions and slack procedures, unclear lines of accountability which consequently affected efficiency. The mayor who is essentially ceremonial is elected from among councillors and his loyalty is to them first and his own constituency second and not the entire electorate. However, further reforms were embarked on by the government that included capacity building for both rural and urban councils through the repealing of and the subsequent replacement of the Urban Councils Act in 1995.

The Zimbabwe country paper provides good ground for further research, since most of the problems that affect service delivery show a lot of similarities with the local government system in Zambia. The case of the Zimbabwean local government system on fiscal distribution policy helps to highlight that central government subventions are very beneficial, if they are targeted and received in form of grants-in-aid for key services such as health, education and roads and this has empowered local authorities in Zimbabwe to be the drivers of these key services. In Zambia such key services are not under local authorities. For example, health services are provided by the Ministry of Health with delegated authority through the District Health Management Teams (DHMT), Education services by the Ministry of Education with delegated authority through the District Education Boards (DEBs) and roads through Roads Development Agency (RDA). The lack of loyalty by councillors and inappropriate structures in local authorities, weak institutions and slack procedures coupled with unclear lines of accountability provide factors that impede service delivery by local authorities which form a basis for further research.

Finally, it is noted that the literature available both locally and outside provide insights on local government systems and reveals the gaps which were addressed in this study. The available literature on studies done in Zambia by Peter Lolojih, (2008), Royson Mukwena (2001), Royson Mukwena, (2002), Royson Mukwena and Peter Lolojih, (2002), George Pelekamoyo, (1977), Clever Madimutsa, (2006), Bornwell Chikulo, (1996) generally provides useful information on the subject of service delivery and operations of local authorities because lessons have been drawn from local experiences. Studies done outside Zambia by Tekaligne Godana and Royson Mukwena, (2003) in Namibia, Remigius Munyonyo and Mtafiti Mwafrika, (1999) in Uganda, Gloria Passmore, (1971) in Zimbabwe and Martin Wittenberg, (2003) in South Africa, country papers on Zimbabwe and Uganda presented at the international forum of the fifth African Governance Forum AGF-V (2002) in Maputo, Mozambique are useful in providing theoretical framework and experiences of other countries in terms of decentralisation.

More specifically, the studies done by Tekaligne Godana and Royson Mukwena, (2003) in Namibia, Remigius Munyonyo and Mtafiti Mwafrika, (1999) in Uganda, the country paper on Zimbabwe and Uganda presented at the international forum of the fifth African Governance Forum AGF-V (2002) in Maputo, Mozambique and in Zambia by Royson Mukwena (2001), Royson Mukwena, (2002), Royson Mukwena and Peter Lolojih, (2008), as already discussed, are foundational to understanding local authorities and their role in service delivery. For example, the work done by Lolojih (2008) in his PhD Thesis lays a good foundation in understanding the principles of local government administration. It sets a stage upon which further studies on the performance of local authorities and service delivery can be done. Lolojih's focus is on all the three levels of local authorities in Zambia i.e. city, municipal and district councils. Specifically his case study is Lusaka City Council, Choma Municipal Council and Luwingu District Council. It is for this reason that the focus of this study is on Kabwe which has not been found in the available literature.

Methodology

Research Design: This study is both quantitative and qualitative in order to generate comprehensive information on service delivery in Kabwe.

Sampling - A sample of 225 respondents was drawn from Kabwe district. A stratified random sampling method was used to select subjects from the general public covering three different categories of residential areas namely low, medium and high density residential areas.

Selected subjects from the general public were drawn from households in these stratified residential areas. The investigation also covered the two constituencies in order to come with an acceptable generalizability of the findings. The responses from the general public (households) generated quantitative data while key informants sampled in the study were conveniently targeted to provide the source of qualitative data. Kabwe town had been chosen in the study because it is fairly representative of both rural and urban centres in Zambia.

Data collection- Semi- structured questionnaires were used for data collection and also an interview guide. A specific semi-structured questionnaire was administered to generate qualitative data from council appointed officials (managers/ staff). Apart from council staff, other key informants in the sample included councillors, provincial, district and local government officials, and civil society representatives. A separate interview guide for Focus Group discussion for RDCs, WDCs or ADCs was administered to generate qualitative data. These were interviewed using an interview instrument to generate qualitative data. A triangulation method of collecting data was used in order to capture all the relevant data. Data were collected as follows:

- i. *Quantitative data-* were collected from urban respondents using semi-structured questionnaires from three residential areas sampled using stratified random sampling and selecting the households, street by street. The residential areas in the sample represented high, medium and low density areas as follows:
 - 75 respondents from Makululu shanty compound in high density area in Bwacha constituency, covering Makululu, Chililalila and Zambezi wards.
 - 75 respondents from Bwacha township in medium density area in Bwacha constituency, covering Bwacha ward.
 - 75 respondents from Highridge residential area in low density area in Kabwe central constituency, covering Highridge ward.
- ii. *Qualitative data:* were collected through targeted interviews with 28 key informants by using two specific questionnaires and two interview guides namely;
 - a) An interview guide for appointed officials (managers) at the local authority. The appointed officials category are council members of staff who included directors, assistant directors, administrative officer, public relations manager, computer manager, accountants, auditors, committee clerk, public health

inspectors, buildings inspector, community development officer, road foreman, fire officers and electrician. The first section of the questionnaire was designed to get data on age, sex, qualifications, and experiences as indicators to assess the administrative capacity of appointed officials.

- b) Two interview guides for the Finance department to assess the financial capacity of the local authority.
- c) An interview guide with focus groups for WDCs/ADCs or RDCs. i.e. one RDC from Bwacha constituency and one RDC from Kabwe central constituency.
- d) An interview schedule instrument was designed for sampled informants to collect qualitative data. These informants included councillors, district and local government officials and civil society representatives which were sampled as follows:
 - 9 elected councillors conveniently targeted and sampled from nine wards i.e. The 9 councillors were scientifically sampled from 27 councillors through the use of interval or systematic sampling using the formula:

$$K = N/n$$

Where N = Size of population

n = Size of sample

K = Sampling interval

$$= \frac{\text{size of population}}{\text{size of sample}}$$

$$= 27/9$$

$$K = 3$$

From this formula, it means that a sample of 9 councillors who were interviewed in the study was randomly selected by picking every third name or element in the population of 27 councillors i.e. four councillors from Highridge, Nakoli, Luansanse and Kaputula wards in Kabwe Central constituency and five councillors from Kawama, Chimanmani, Mukobeko, Ngungu and Bwacha wards in Bwacha constituency.

- 14 appointed council officials at Kabwe Municipal Council who work in administration, engineering and maintenance, finance etcetera.

- 3 Central government officials in Kabwe.
 - Interview with the Provincial Local Government Officer (PLGO).
 - Interview with the Kabwe District Commissioner.
 - Interview with the District Community Development Officer.
- 2 representatives from civil society organisations (CSOs) from groupings such as Unions, NGOs or CBOs. In the study, the 2 representatives were drawn from NGOs as follows:
 - Interview with the Coordinator Eastern and Central Province (NGOCC).
 - Interview with the Central Province Coordinator (YWCA).

Secondary data: From documented materials at Kabwe Municipal Council such as audit and financial reports, staff establishment documents, council minutes and other relevant council records etcetera. Other materials were a government document on the polling districts for 2006 registered voters from the Electoral Commission of Zambia (ECZ) and other existing relevant literature.

Data Analysis- Involved the interpretation of primary (quantitative) data collected through structured questionnaires by using a Statistical Package in Social Sciences (SPSS). Qualitative data were synthesized from views on service delivery given by key informants sampled in the study. In the process of synthesizing qualitative data, the views of key informants through either; individual interviews or focus groups, common statements were put together as consensus views while others remained as stand-alone views of individual key informants as they were deemed by the researcher to be relevant to the study objectives. In other words qualitative data analysis entailed the synthesizing of views from lived experiences given by individual key informant into consensus (common) views or their opinions held on specific issues while those that did not translate into consensus views remained as stand-alone views.

Limitations of the study

- 1) The study was limited by a number of factors. Due to other intervening variables, it was not easy to capture all the challenges and changes resulting from the impact of decentralisation reforms at Kabwe Municipal Council.

- 2) There was limited time in making appointments with civil society and local government officials for in-depth interviews.
- 3) Few gaps are the result of negative attitudes of some respondents towards the local authority.

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CHAPTER TWO

HISTORICAL CONTEXT AND SOCIAL ECONOMIC PROFILE OF KABWE

Introduction

This chapter gives a general background of the local government system in Zambia. An analysis of any reform process is inconceivable without briefly highlighting its historical development. In this regard the chapter focuses on the development of the local government system from the time of independence to the era of the Third Republic. This introduction which constitutes the first section, briefly discusses the concept of decentralisation and also gives an overview of the post independence local administration that existed after 1964. The second section discusses the local government reform processes from 1965 to 1980 under the Local Government Act of 1965. The third section discusses the reforms under 1980 Local Administration Act, while the fourth section focuses on the reforms under the 1991 Local Government Act. The fifth section focuses on the historical profile of Kabwe District and Kabwe Municipal Council. Lastly, the sixth section constitutes the conclusion of the chapter.

The concept of decentralisation, as an administrative panacea in governance for transforming society is not new. It has become even more topical over the past decade along with the prominence given to governance and increased community participation in government. The reason to link decentralisation with governance is that it is believed that decentralisation brings government closer to the people. It gives local communities greater input in the decision-making process of government at the local level and also gives them greater oversight over the public services delivered by government. It is also argued that corruption in the public sector will be reduced because of the closer oversight. According to Rondinelli et al. (1989), fiscal federalism literature of economics states that if citizens and national resources or capital are able to move freely within the country, decentralisation should see competition between sub national governments for voters and capital, and thus there will be pressure on the local governments to provide value for money.

African states, through mobilization of efforts for nation building, have borrowed heavily from the philosophy of central state planning during the 1950s and 1960s. This central type of planning often led to highly centralised regimes which resulted in a centralised system of administration. Through centralism, the Office of the President extended its local division by

establishing powerful provincial and district administration. These agencies operated, principally without much input from the local communities (Blair, 2000). But whatever the origins, decentralisation is said to have benefits for resource mobilization and allocation which ultimately leads to macroeconomic stability, service delivery and equity. Given this scenario, modern public administrative systems tend to have more preference for decentralisation than centralisation in that where it has been applied, it has provided key resources that have yielded practical benefits and as a result, public administrators have designed policies and strategies that cover a wide range of issues. The notable issues border on political, sectoral and fiscal aspects. Noting that decentralisation has become a recent rhetoric in development administration, cooperating partners are offering it as one of the prescriptions of good governance (Blair, 2000). It is however, becoming increasingly popular today for central governments around the world to decentralise fiscal, political, and administrative responsibilities to lower-level governments and in some cases to the private sector, and Zambia is no exception. Political pressure probably drives most decentralisation efforts.

Zambia, at independence in 1964, inherited a dual system of administration which comprised Field and Local Government Administration designed for the convenience of colonial powers. The administrative structures had a four tier system (i.e. at National, Provincial, District and Sub-district levels). At National level, there was the Resident Commissioner charged with overall coordination of Provinces and Districts (Office of the President, 2002: P 1). At Provincial level, the Provincial Commissioner was head of provincial and district administration and answerable to the Resident Commissioner. At that level all civil servants were answerable to the Provincial Commissioner. There was, however, no structure of Local Government Administration at that level. The Councils reported directly to the Ministry of Local Government at national level (Office of the President, Ibid). At District level, elected representatives controlled Local Government (i.e. municipality and township councils) while Field Administration was headed by the District Commissioner who was in fact a Central Government representative responsible for the supervision of all field staff in the district. The District Commissioner was answerable to the Provincial Commissioner (Office of the President, Ibid). At Sub-district level, there were Native Authorities established to be part of Local Government.

In September 1964 the new Zambian government, under President Kenneth David Kaunda, embarked on the reform process and took first steps towards formal politicising of provincial administration by appointing under- Ministers who were later renamed as Ministers of State. The Minister of State was supported on the political side by at least one official as a public relations assistant and from 1966 by a special presidential political assistant (with the Copperbelt Minister of State having four of such assistants): these officials were recruited from the ranks of the ruling party (Mukwena, 2001). On the administrative side, the Minister of State was supported by a civil servant known as a resident secretary who replaced the former provincial commissioner (just as at the district level, the colonial district commissioner was replaced by the district secretary). The September 1964 changes marked the new government's first moves towards political control of provincial and district governments (Mukwena, Ibid.).

1965 Local Government Reforms

The local government system in operation between 1965-1980 was adopted upon independence in 1964 from that introduced during the colonial period. The 1965 Local Government Act provided for three levels of local authorities. The 1965 Act provided for four types of local authorities (city councils, municipal councils, township councils and rural councils). The president was empowered to confer the title of city on deserving municipal councils (Simwinga, 2007). Urban councils (i.e. city and municipal) constituted two types of local authorities namely; municipal councils and township councils. Municipal councils were generally responsible for the whole urban district while the township council was specifically for mine townships in case of mining towns which were mostly found on the copperbelt province. The constituencies under municipalities, townships and rural councils were subdivided into wards represented by elected councillors who were mandated to serve for a period of three years. The minister responsible for local government had power to appoint persons to a council provided that the number of appointed councillors did not exceed five or, if a municipality was adjoined to a mine township council. For each municipal and city council, there was a mayor and deputy mayor, and for each rural and township council there was a chairman and a vice chairman elected annually by councillors elected from among themselves. Local authorities had departmental chief officers under the control of a chief executive (a town

clerk for municipal councils and a secretary for township and rural councils) (Mukwena & Lolojih, 2002: 216).

The 1965 Act allowed for co-opting members who were not elected councillors except for the finance committees provided two thirds of the members of the council were elected members. By 1968 however, it was realized that the administration at both district and provincial levels was not going on smoothly. Consequently a committee was appointed to assess the problems affecting the administration at these levels. The following were some of the recommendations of the Committee:-

- There was need for highly qualified staff through the channelling of new graduates to provinces and districts.
- That more powers should be given to the district secretary especially over local government.
- Removal of political control over the civil service and local government.

In the new reforms, Mukwena observes, “which took effect in January 1969, the President not only rejected the proposal for freedom from political control, but indeed greatly increased this control and gave it an even firmer institutional base. At the district level a politician – the district governor - was appointed as a politico-administrative head of the district with overall responsibility for its good administration, as well as for its political management” (2001). Politicisation and further controls in the administrative structures of government continued to take root. According to Chikulo, (1996), the establishment in Zambia of a one-party state on 13th December, 1972 had a pervasive influence on the administrative system. The proclamation of a one-party state ushered in Zambia’s Second Republic, outlawed all opposition parties and granted the ruling party - UNIP- constitutional paramouncy over the civil service and state apparatus at all levels (Chikulo, 1996). In other words, Chikulo argues “all state institutions were ‘linked’ (married to) the ruling party”. The posts of mayor and council chairman were abolished, as well as those of town clerk and council secretary and replaced them with the post of district governor who was directly appointed by and accountable to the President and the post of council secretary was replaced by the District Executive secretary. The President also ignored the proposal of raising the quality of staff in the manner proposed by the committee which actually loaded central government unit with additional functions without improving coordination. Coordination, therefore, continued to elude local administration due to the fact

that various powers and functions of the district governor were not backed by statutory authority (Mukwena, 2001).

Generally, local authorities were considered by most people as patronage organizations rather than important instruments of development. There was, for example, political bias in most development ventures, party corruption in the allocation of development funds and contracts were being given funding based on connection, rather than competency. There was also tension between appointed staff and councillors. Qualified staff, for example, preferred to allocate land to people whom they considered could develop it, while councillors preferred to give it to those who would help them to get re-elected (Loljih, 2007). This trend of politicisation of local authorities continued even in the Third Republic. For example, in this regard Amos Chanda of Zambia Daily Mail, reporting on the politicisation and erosion of council authority, wrote that the assistant public relations officer at Lusaka City Council, Ms Mulenga, said “there is political corruption in which some officials have, in the past, illegally allocated land to their supporters. Other citizens, especially political parties’ activists, are also doing the same but we launched a serious operation. We have arrested and prosecuted some people already.” <http://www.daily-mail.co.zm/press/news/viewnews>.

It can be argued that up to 1980 the country had experienced a deconcentrated type of centralization mainly due to the desire to maintain control by the centre. Provincial officials had little or no control over financial matters. In fact, Lusaka based Members of the Central Committee (MCCs), Ministers and Permanent Secretaries were considered senior to their counterparts in the regions. Work relationships between the Provincial Ministers and MCCs, District Governors, UNIP Regional Secretaries and District Secretaries were characterized by conflict rather than harmony, also characterized by vertical rather than horizontal accountability (Loljih, 2007). This political patronage within the administrative structures of local government system led to the inability of local authorities to effectively deliver services. It is important to mention here that under the British colonial rule, emphasis with regard to delivery of services was placed on areas that were clearly occupied by whites and not the black indigenous people. The nature of the colonial state meant, among other things, that whites live separately from the blacks and usually along the line of rail or in some “urban” areas of the rural areas. This, in effect, meant that the delivery of services was not a phenomenon that equitably covered the whole community in a given locality. The enactment

of the 1965 Local Government Act was, therefore, seen as an instrument, among other things, for ensuring effective and equitable provision of services to the local people. However, the Act did not deliver as expected and this led to it being repealed to give way to the 1981 Local Administration Act. To justify the repealing of the 1965 Local Government Act, the government argued that:-

- Local Authorities lacked financial autonomy, as they depended on and were controlled by central government
- Local development committees in Local authorities were ineffective because they did not have adequate power to make binding decisions.
- Too much centralized decision making processes of the system limited coordination between and among central government departments.

There was a review of local government, provincial and district government in 1971/72 by a new working party headed by Mr. A.J.F. Simmance. The Simmance team was appointed in December 1971 and submitted their report in May 1972. According to Mukwena, (2001), the Simmance team, among other findings, pointed out that the decentralized system of government was not working because executive authority remained concentrated at the centre and if decentralisation was to become a reality, there was need to transfer a significant measure of authority to the local level. Mukwena, (2001:P 12), observes that “ the Simmance team had also proposed that ‘the post of District Governor should be retained, though a new impetus should be given to his role by making him chairman of the district council’...”. Some of the recommendations in the Simmance report were later included in the 1980 Local Administration Act, such as the retention of the post of district governor as chairman of a district council.

1980 Local Administrative Reforms

The Second phase which took effect from 1981-1991 saw Local Administration Act No. 15 being enacted in January 1981. Officially, the Act had the following three principle objectives:

- I. To reflect government and the ruling party’s (UNIP) desire to decentralize power to the people.
- II. To ensure an effective integration of the primary organs of local administration in the district. The reason behind this integration under one body (district council) of local party units, local officials of central ministries and local government agencies was to

resolve the problems of lack of coordination and duplication of efforts and resources that had characterized local administration and local government during the previous system.

- III. The third objective was to enable district councils to play a more direct and substantial role in the development process than they had been expected to undertake in the past. All the councils were district councils from 1981-1991.

Each district council was composed of the district governor as chairman, district political secretary, two district trustees appointed by the ruling party's provincial committee and approved by the central committee in the district, all chairmen of ward committees in the district, all members of parliament in the district, one representative from each of the mass organizations operating in the district, one representative from each of the security forces, one chief elected by all chiefs in the district. The district governor was appointed by the president, while the district secretary and others were elected by members. Representatives from mass organizations, trade unions, and security wings were chosen by their respective organizations (Mukwena and Lolojih, 2002). The Act also established a secretariat for each district council under the supervision of the district executive secretary. Functions of the Secretariat included the coordination of government functions in the district, carrying out the day to day administration of the council, including, for example, the preparation of the agenda for council meetings and advising the council on the progress and the implementation of party and government policies and programmes of work and to prepare annual estimates of revenues and expenditure for the district for submission to the council (Mukwena and Lolojih, Ibid).

According to Lolojih (2007), this structure of Local Administration which was based mainly on appointments and patronage, was clearly undemocratic and eliminated many Zambians from participating in local affairs that were affecting them. Further, the structure exhibited excessive central control which stifled local participation and undermined the capacity of local officials to take initiative in local development strategies. Local authorities were stripped of the autonomy to perform a range of functions due to politicisation and control from central government. Chikulo (1996: P 83), argues "the term '*Local administration*' on the other hand, is used whenever the criterion of 'substantial autonomy' is considered to be absent

or very limited.” This means that local administration refers to whenever councils are deprived of the autonomy and merely operate as administrative extensions. In summary the defects of the 1980 Local Administration Act may be listed among other things as follows:

- Domination of Local Authorities by one party (UNIP) politics.
- Local Authorities’ administrative, technical and professional considerations were subordinated to political objectives and priorities.
- Decision - making and finance became even more centralized than before.
- People were appointed to council posts on the basis of party loyalty rather than their ability to perform.
- The chief officers in the local councils were basically tools for the political masters (Lolojih :2007).

Our observation of the 1980 reforms is that although the institutional capacity of local authorities in Zambia had been in decline for sometime, especially since the introduction of the one party state, the imposition of inappropriate local government structures under the 1980 Act intensified this decline during the period 1981-1991. For instance, the merging of the local party structures opened the avenues for rampant financial mismanagement and diversion of council resources to party activities. It also institutionalized political interference in the day to day operations of local authorities (Mukwena and Lolojih, Ibid). There was also the problem of insufficient support staff which negatively affected the operations of local authorities, where the required positions were filled, the calibre of such staff was significantly low. The other problem related to the functional roles of the councils. Councils had not developed the tradition of being independent from central government. The dependence on central government hindered local authorities to have the initiative to exploit fully the resources for local revenue. In most local authorities, there was no business approach in the running of commercial ventures; poor debt collection and bills were always behind schedule. Financial indiscipline among senior officials coupled with political interference adversely affected the administration of local authorities. Generally, local administration during this period remained characterized by a collection of central government departments, local authorities and other agencies that were not coordinating resulting in overlapping of roles confusion and duplication of efforts and misuse of resources (Lolojih, 2007).

1991 Local Government Reforms

Zambia embarked on the democratization process through the 1991 Local Government Act No. 22 and the aim of the process was to “de-link” local administration from the central government and convert it into a fully fledged autonomous local government system. This was set in motion by the enactment of the *Local Government Act. No. 22 of 1991*, on 28th August 1991, which should be viewed as part and parcel of the on-going democratization process in the country (Chikulo, 1996). The major changes brought about by the 1991 Act included the following:

- There was a clear institutional divorce of political party structures from the council.
- The abandonment of integrative role of the district councils.
- Reintroduction of representative local government system based on universal adult suffrage (Mukwena, 2001).

During this period under the 1991 Local Government Act the minister had power to establish any district or township councils or a management board. The composition of councils in today’s local government system is as follows:

- Councillors who represent wards (Wards 1,456).
- Two representatives of the chiefs in a district selected by all chiefs in the district.
- Members of parliament in the district.

The above body forms the legislative wing of the council who may come from different political parties and represent their electorate in their constituencies/wards. Councillors elect a mayor and deputy mayor for city or municipal councils, while the councillors in district councils elect council chairman and vice chairperson. The administrative wing of the council consists of appointed officials under the leadership of a town clerk in the city councils or municipal councils and council secretary for the district councils. The town clerk and the council secretary are principle officers of the council.

The 1991 Act, however, underwent major surgery in early 1992 when, among other changes, members of parliament (MPs) automatically also became councillors in their districts (Mukwena, 2001). MPs argued that the change would enable them to efficiently and effectively serve the residents in their constituencies. Contrary to the above argument, Mukwena and

Lolojih observe, “...the amendment was aimed at ensuring political control over the new councillors by national politicians - control that might provide access to local resources and facilities that might potentially be used to reward supporters and hence consolidate one’s political position- for instance, the allocation of residential and commercial plots, council houses, and market stalls” (2002: P 219). Most importantly, some of the measures that government has introduced have created tensions in local authorities among elected councillors and council appointed officials whose roles are undermined and end up being frustrated by councillors. The measures in question include the continued membership of MPs on councils, the introduction of constituency development funds under the control of MPs, and the appointment of party cadres to the position of district administrator now district commissioner. The government should show its commitment to improving local government performance by reversing its habit of giving priority to political concerns over administrative ones (Mukwena and Lolojih, 2002: P 229). The key political actors at the centre who are involved in the administration of local government include the minister of local government who is responsible for providing broad policy guidelines to council officials. The permanent secretary (PS) at the Ministry of Local Government is the controlling officer for the ministry and is accountable to parliament for all acts of commission or omission. The Local Government Act stipulates the powers of the minister. The Act also provides for the position of provincial local government officer (PLGO) who has specific responsibilities. Further, the government, through the presidential prerogative created the position of district commissioners who perform their duties like those of field administrators. The specific responsibilities of district commissioners are clearly defined in the legislative documents. The administrative structure of a municipal or city council comprises six (6) departments namely; administration, finance, engineering services, housing and social services and public health. Heads of department for municipal council and city councils are known as directors. The chief executive (town clerk, council secretary) and their heads of department constitute a council secretariat. Act No. 22 of 1991, provides for a system of standing and occasional committees. Act No. 22 of 1991, therefore, requires any council, consisting of more than six councillors, to establish a finance committee, and allows any council to appoint such other standing and occasional committees, as may be necessary (Chikulo, 1996). The Act has, therefore, provided the committee system by which local

government administration should run. The committees meet regularly and submit their report to the full council for consideration and adoption.

Zambia has adopted a separate personnel system for administration of local authorities. Each council has the power on matters relating to recruitment, remuneration, discipline and separation. This means that councils under the 1991 Act have authority over matters of personnel and their conditions of service. The Local Government Service Regulations (Statutory Instrument No. 115 of 1996) provide guidelines pertaining to personnel matters. Councils, through a resolution, have powers to:

- Create posts clearly stating the type of the post; the salary or salary scale ; whether the proposed post is permanent ; the required qualifications for the post; the quality of staff to be hired and the functions that the holder shall be required to perform.
- Vacant posts for senior officials to be filled for the council have to be advertised.
- The transferring of staff between councils is not allowed. However, officers who are offered appointment in another council are required to resign from employment of the council, if they want to take up new appointment in the council for the purpose of calculating pension benefits or long service bonus. The new appointment of an officer in terms of service provides that the officer does not break.
- The secondment of an officer from one council to another is limited to specialized fields and for a specific period (Loljih, 2007).

Councils have the power to design and institute training programmes for their staff with the view of improving knowledge. According to Section 43 of the service regulations, a council which fails to sponsor its staff for training, whether within or outside the country, may apply for assistance from government through the minister. An officer sponsored for training by the council shall be bonded for the period equivalent to the duration of the training upon completing their training. Sections 25-35 of the service regulations provide guidelines relating to the conduct of personnel whilst in the employment, the councils, disciplinary procedures and related sanctions. Sections 36-42 of the same regulations provide for the provincial local government appeals board and its associated guidelines for the purpose of dealing with the appeal cases from aggrieved officers in the employment of local councils. Among the notable justification for the local government reforms of 1980 and 1991 is the argument that local

authorities needed to be financially autonomous. However, to date local authorities in Zambia are still heavily dependent on central government funding. Most, if not all local authorities, have exhibited lack of initiative to execute economic activities that can enhance their revenue base with the view to freeing themselves from financial dependence on central government. Poor service conditions make it very difficult to attract qualified staff. It may, therefore, be argued that the few qualified staff who are available in key positions in some of the local authorities lack the necessary motivation (Mukwena and Lolojih, 2002: P 221). Many residents within localities view local authorities as institutions with management which is inept, corrupt, and not sensitive to the welfare of communities and generally incapable of delivering the much needed services. Retrogressive and ill- timed policies and government pronouncements have tended to worsen the difficulties being faced by Local authorities in the country. The inability of local authorities to deliver services has resulted in significant levels of resistance from local communities towards paying market levies, market rates etc. further diminishing the capacity of councils to raise revenue from local sources (Lolojih, 2007).

According to Mukwena and Lolojih (2002), local authorities are generally over staffed. The third component of Public Service Reform Program (PSRP) emphasizes, among other things, the need for local authorities to cut down on their staffing levels, as a way of reducing their recurrent expenses. Mukwena and Lolojih (2002), argue that what the government had overlooked in the reform process is the fact that in some cases central initiatives aimed at revitalising the capacity of local authorities have not benefited all councils due to differences among local authorities whereby some councils were going to be negatively affected. In a bid to revitalise the administrative capacity of local authorities, government, through the Minister of Local Government and Housing, amended the Local Authorities Superannuation Fund Act. The object of this Act was to ensure that: councils retained young, energetic, and professionally qualified personnel; all excess staff was laid off, and councils had manageable numbers of employees whom they could pay adequately (Mukwena and Lolojih, 2002: P 223). However, substantial amounts of financial resources were required to meet retrenchment packages which most local authorities had no capacity to undertake. Among the experiences from the 1991 Local Government reform process, the following major ones seemed to have stood out:-

- Centralization of authority has continued. There is the issue of vertical reporting by public servants which has continued – for example, a staff member in, say, Kaputa

district in agriculture may by pass the heads of department at provincial level and report directly to Lusaka.

- Lacks of supportive legislation, ministerial powers seem to be excessive.
- Lack of sub district structure has continued to undermine effective decision making at the local level.
- Lack of popular participation due to apathy in the local government elections. People are not interested in elections.
- During the period, the separation of council and line ministries has continued to cause problems in the delivery of services due to lack of coordination. Appointment of district administrators (DAs) seemed to have strengthened this separation between line ministries and local councils.
- The National Development Coordinating Committee (NDCC), Provincial Development Coordinating Committee (PDCC), District Development Coordinating Committee (DDCC), created on 3rd January 1995 through a Cabinet circular, does not have legal backing. It was also likely to be difficult for the council secretary/town clerk as DDCC Chairman to provide the required leadership for this body since his role lacked legal backing. Lack of basic equipment on the part of local authorities and government departments was also likely to be a major inhibition to the effective operations of DDCCs (Mukwena, 2002: P 13).

Zambia has opted for the devolution concept because deconcentration and delegation tend to centralize decision making authority and accountability and consequently undermine popular participation. Privatization on the other hand, cannot be applied to public administration since local authorities and related public offices cannot be privatized. Decentralisation through devolution would be most effective as it ensures technical efficiency and effectiveness in service delivery and enhances popular participation (Office of the President, 2002: P 6).

Historical Perspective: Political and Socio-Economic Profile of Kabwe

This section discusses the political and socio-economic life of Kabwe. The Kabwe Local Government Authority can be traced back to the laying of a foundation stone of the Civic Centre Building on 27th October, 1956 by A.G. Easton who was the first mayor of Broken Hill

municipality from 1954 to 1956 (Source: Foundation Plaque writings, Civic Centre Building, Kabwe).

Kabwe district lies between 28° 22' 30"E and 28° 30' 00"E and also between latitudes 14° 22' 30"S and 14° 28' 45"S. The town is about 140 Kilometres north of Lusaka and about 200 Kilometres south of Ndola (the nearest Copperbelt town) (KMC, 1975; GRZ 1988; KCCI, 1988). Kabwe is the administrative capital and the most centrally located town of the central province of Zambia. It is also found in the central area of the country. This central location could not help Kabwe become the capital city of Zambia inspite of being very suitably located. This was because the early town and country planners disqualified it on the basis of its haphazard development which was uncontrolled in the early years of the town's growth (before 1964) by three independent bodies, namely; the mines, the railway company and the local authority (ZGA, 1970).

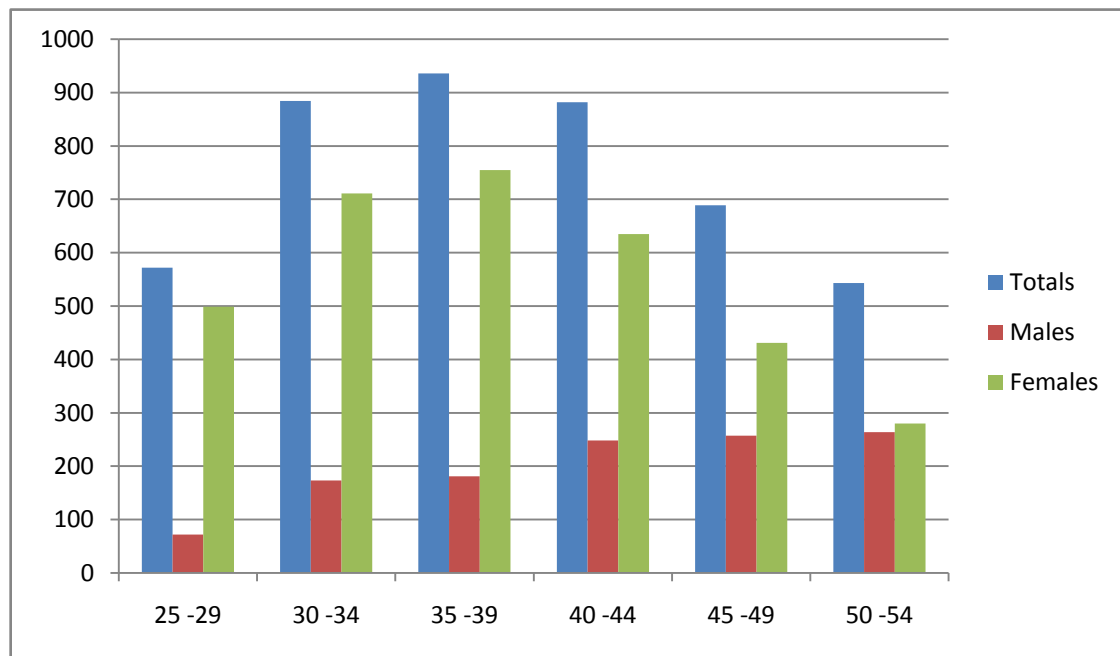
The population of Kabwe district has been growing steadily over the years from about 58,000 people in 1963 to over 160,000 people in 1990 (GRZ, 1995). In the 1990s the population has been growing at a rate of 2.0 percent per year and was projected to rise to about 196,813 people by the year 2000 while holding constant factors of fertility, mortality and migration (Mankapi, 2001). However, this growth pattern of the population was likely to change due to the AIDS pandemic. Table 2.1 below shows the projected mid-year population of Kabwe district by Age and Sex showing medium variant with and without AIDS by the year 2010. In general terms table 2.1 below shows, for example, that with the AIDS pandemic ravaging the Zambian population, the demographic impact on the projected population for ages between 0-4 years was about 2055 of lives lost to AIDS. This diminishing population growth is significant for a young nation like Zambia which is also a growing economy. The total projected population for Kabwe district for the year 2010 was 231,077 without AIDS while the total projected population was 219,431 with AIDS giving a total projected loss in population of 11,646 in the year 2010. This impact is quite significant especially for a growing economy like Zambia.

Table 2.1 [Projected Mid-Year Population by Age and Sex, Medium Variant With and Without AIDS for 2010: Kabwe]

District Kabwe	Without AIDS			With AIDS		
Age	Total	Male	Female	Total	Male	Female
0-4	35,731	18,043	17,688	33,685	17,014	16,671
5-9	32,026	16,162	15,864	29,922	15,106	14,816
10-14	24,241	11,985	12,257	22,197	10,964	11,233
15-19	25,377	12,631	12,746	25,367	12,631	12,736
20-24	22,880	10,840	12,040	22,707	10,831	11,875
25-29	22,123	10,936	11,187	21,551	10,864	10,688
30-34	17,062	8,528	8,534	16,178	8,355	7,823
35-39	13,332	6,440	6,892	12,396	6,259	6,137
40-44	10,949	5,445	5,504	10,067	5,197	4,869
45-49	8,790	4,415	4,374	8,101	4,158	3,943
50-54	6,694	3,627	3,067	6,151	3,363	2,787
55-59	4,701	2,660	2,041	4,323	2,446	1,877
60-64	3,144	1,780	1,364	2,939	1,619	1,320
65-69	1,846	1,059	787	1,731	954	776
70-74	1,078	577	501	1,027	527	500
75-79	595	311	284	583	299	284
80+	508	254	254	567	253	254
Total	231,077	115,693	115,384	219,431	110,844	108,587

Source: Central Statistical Office - Population Projections Report, 2003

Figure 2A Projected Mid-Year Economically Productive Population by Age and Sex



Source: Central Statistics Office - Population Projections Report, 2003

KEY

- 25 - 54** = Productive Age Group mostly affected by AIDS
- 0 – 1000** = Kabwe Population Range
- 35 – 39** = Highest pick of the vulnerable age to AIDS
- 751** = Average population of lives lost to AIDS in each grouped data (age group)

Figure 2A above shows grouped data for the projected productive population in the age group from 25 – 54 years in Kabwe were likely to be affected by the HIV/AIDS pandemic in the year 2010. As can be seen from the data, the total population (both male and female) from the age group 35 – 39 years was projected to reduce by 936 people in 2010. Further, from the data, the projected figures of female population have been reduced due to the AIDS pandemic. As can be seen from data above a total of 755 of the female population in the age group 35 – 39 years was projected to be reduced by the HIV/AIDS pandemic, while for the male population from the same age group, 181 males were projected to be affected by the AIDS pandemic. Additionally, from the 30 – 34 years age group, a total of 711 of the female population were projected to be lost to the AIDS pandemic compared to the 173 males projected to be affected by the pandemic. From the pattern of the data on population projections, we note that the female figures are higher than their male counterparts. However,

the possible explanation for this scenario is due to the mere fact that generally females are usually more than males in any given population. For example, the 2010 population census in central province is 626,823 males and 640,980 females (Source: www.zamstats.gov.zm). The projected figures below, from the Central Statistical Office, showed that there was a likelihood that a productive young population was at risk of losing their lives to the AIDS pandemic. This population totalling 4,506 was projected to die of AIDS in 2010 which is a significant part of the population and can impact negatively on the economic landscape of Kabwe district.

Table 2.2: Ward-Level estimates of poverty headcount ratio (P0), Poverty gap (P1), and squared poverty gap (P2)

District: Kabwe Ward (code)	P0	95% confidence interval	P1	95% confidence interval	P2	95% confidence interval
Kalunga (01)	0.436	0.400 – 0.472	0.145	0.127 – 0.164	0.066	0.054 – 0.078
Mpima (02)	0.467	0.416 – 0.518	0.156	0.134 – 0.179	0.072	0.058 – 0.086
Luangwa (03)	0.248	0.221 – 0.275	0.077	0.065 – 0.089	0.034	0.027 – 0.040
Highridge (04)	0.215	0.173 – 0.256	0.062	0.046 – 0.078	0.026	0.017 – 0.034
Justine Kabwe (05)	0.279	0.229 – 0.330	0.076	0.058 – 0.095	0.031	0.021 – 0.040
David Ramushu (06)	0.516	0.473 – 0.559	0.172	0.149 – 0.195	0.078	0.063 – 0.092
Njanji (07)	0.239	0.194 – 0.285	0.066	0.050 – 0.082	0.026	0.018 – 0.035
Chirwa (08)	0.559	0.523 – 0.595	0.194	0.173 – 0.214	0.090	0.077 – 0.103

Source: Micro-level Estimates of Poverty in Zambia-2000 Population Census- CSO LCMS 2002- 2003

Key: LCMS-Living Conditions Monitoring Survey.

Table 2.2 above displays poverty headcount index at the ward level. The numerical poverty headcount index estimates and 95% confidence intervals for each of the wards in Kabwe District is presented in the table. In terms of the squared poverty gap index (P2), the poverty gap index is an improvement over the poverty headcount index because it measures the depth of poverty experienced by the poor, and is, therefore, sensitive to changes in well-being that occur below the poverty line (Source: CSO- LCMS 2002-2003, Prepared from 2000 Population Census). In general, these estimates reinforce the impression of considerable heterogeneity in poverty at the district level, both within and between provinces. Nationally, the district with the lowest poverty gap index is Livingstone (0.126), followed by Kabwe and

Lusaka Districts (both at 0.177), Choma (0.185), and Sesheke (0.193) (Source: CSO- LCMS 2002-2003). It is worth noting that the sample size for ward level poverty is too small to make precise poverty estimates. As may be seen in Table 2.2 above at ward level, many of the confidence intervals are already approaching the point where they are too wide to yield useful information, largely because of shrinking sample size. A second reason for not presenting estimates at sub-ward level is that there is little administrative significance (CSO - LCMS 2002-2003).

The socio-economic landscape of Kabwe provides us with the basis for understanding factors that determine the nature of services that the local authority is supposed to provide to the local communities. In this regard the social and economic life of Kabwe District will attract certain public services from the Council because of the impact on environment coming from the business effluents of the corporate life and the general living conditions of the population in the district. Further, the general infrastructure, road and rail networks, buildings and residential make-up of Kabwe would also create an understanding of the nature of service delivery in the district. Kabwe is demarcated into two constituencies, namely; Bwacha and Kabwe Central and 27 wards. This means that there are two members of parliament representing Kabwe District. There are 15 wards in Bwacha and 12 wards in Kabwe Central. Another notable thing about Kabwe district is that it has no rural part with chiefdoms. However, the two chiefdoms around Kabwe fall under Chibombo district under traditional rulers, namely: Chieftainess Chitanda and Chief Liteta (House of Chiefs, 2009). This means that there are no traditional rulers represented on the council.

In order to have a good understanding of the nature of services provided by the local authority, the study took into consideration the demographic factors of Kabwe town as well as its economic landscape which translate into economic activities that the people are engaged in. Over the years, with the closure of the mine and concessioning of Zambia Railways, the declining economic activities have negatively impacted the living conditions and created employment challenges for both the formal and informal sectors. It can, therefore, be said that due to high unemployment levels, street vending, as a means for survival, has been on the increase resulting in uncollected garbage and other waste disposals in the business centre of the town. Lack of proper street lighting of the town also poses the problem of crime and other vices. In terms of economic landscape of Kabwe, prior to the closure of the mine in the 1980s

and early 1990s, the district was enjoying economic benefits that were generated from the lead and zinc mining activities and also the industrial benefits that accrued from the Zambia Railways headquarters at Kabwe. However, following the closure of the mine and privatisation of Zambia Railways, many people lost their jobs and this impacted negatively on a number of households. In addition to those who lost jobs after the closure of the mine, the concessioning of Zambia Railways left a total of 2500 employees from Zambia Railways without jobs. The concessioning process led to the downsizing of a labour force of 3,300 in the year 1999 to about 800 at the time of takeover of the railway by the concessionaire in December 2003 (World Bank Report: December 20, 2005). This development resulted in poor living conditions for many households of former miners and railway workers. Many of the people who lost their jobs from this development refused to leave Kabwe but opted to go and settle in unplanned settlements (Mankapi, 2001). The environmental implications of this situation in terms of service delivery for the local authority meant the provision of public services such as upgrading the new settlements by putting up road networks, markets, drainages and other public facilities. From this kind of development that came with the new political dispensation in 1991 which prompted the MMD government to bring about economic development through market forces, it can be understood how the environmental implications arising from the stoppage of mining activities, Railway network system now under Spoonet, and Mulungushi Textiles have affected people's lives. As already pointed out, the stoppage of mining activities, poses environmental challenges arising from economic activities and what measures the local authorities have to take in, say, addressing the environmental impact posed by zinc and lead metal pollution previously caused by mining activities. For example, the canal in Kabwe town has been heavily polluted with lead deposits that were an effluent from the mining activities. Deliberate efforts by the local authority in partnerships have been instituted to mitigate the impact of lead pollution in the district. In order to achieve this, a number of civil society organisations and other co-operating institutions have partnered with the local authorities, for example, Women Aglow work with the communities around the canal to plant *kapinga* grass and *moringer* trees to mitigate the impact of lead pollution in the district. The Netherlands Government has signed a four year contract with Kabwe Municipal Council in solid waste management (Source: interview with the council public relations manager, October, 2009). Additional efforts have been made

through sensitisation campaigns on the dangers of lead infested areas in Kabwe (Source: in-depth interviews with appointed officials of the local authority, December 2009).

Apart from lead pollution, Kabwe remained a ‘ghost town’ for sometime due to lack of large scale economic activities by corporate and business community. Additionally, Kabwe district has experienced infrastructural and road network dilapidation after the closure of Mines and Railway companies which were the major drivers of the district economic activities. These companies were major stakeholders to the local authority and their closure led to poor water and sanitation services, poor maintenance of infrastructure such as housing units, buildings, roads and drainage systems. The other contributing factor was the sale of houses to sitting tenants which also impacted negatively on the revenue base of Kabwe Municipal Council, as well as poor maintenance of these houses, some of which were maintained by the mining company and Zambia Railways. In addition, government activity also slowed down following the reintroduction of multi-party politics since the closure of the President’s Citizenship College which was heavily supported by the former UNIP Government and also political activities that emanated from political rallies and conventions at the Mulungushi Rock of Authority. Politics and people participation were quite imminent at the time. This environmental spillage has posed a challenge for the local authority in Kabwe. However, the commissioning of Mulungushi University in Kabwe by the late president Mwanawasa has added value to the economic life of the district.

Despite the closure of the mine and the concessioning of Zambia Railways, the corporate and institutional environment is favourable for Kabwe. Kabwe is unique as a district in a number of ways. Kabwe district generally enjoys a comparative advantage over other districts in the country in terms of institutional support to the local authority and general economic life of the district due to the presence of some of the leading prisons in the country i.e. Maximum and Mukobeko prisons, training centres for army officers at Chindwin and Kohima Barracks, the Zambia National Service (ZNS), Zambia Consolidated Copper Mines (ZCCM) Investment Holdings, Fire Services Training School etcetera. Kabwe is also the provincial headquarters for central province, and because of this, the office of the Provincial Local Government Officer is located in Kabwe. Similarly, other sector ministries such as Ministry of Community Development and Social Services, Ministry of Health, Ministry of Education and Ministry of Agriculture have their provincial headquarters for central province

in Kabwe. In terms of specific services provided to Kabwe residents, there are a number of services that the respondents sampled in the study said were being provided by the Kabwe Municipal Council. Service delivery is a core function of local government, especially those services that require local co-ordination, networks, infrastructure, or planning. However, the kinds of services provided by the Local Authority in Kabwe were similar across different residential areas. Table 2.3 below shows data on the type of services the local authority in Kabwe provides to the low density residential areas. These services are setting up public toilets, road maintenance, sensitization for clean environment through garbage collection, providing water, cutting down trees reaching the ZESCO power line, fixing meter boxes. However, respondents representing 31.1% said that the local authority does not provide any services while 22.2% did not know the type of services that the council provides to the public. 14.2% said council sensitises for clean environment through garbage collection, while 31.1% said nothing but only promises by councillors (Source: Field Data on service delivery and decentralisation Kabwe, Dec 2009). As can be seen from the data, in the low density areas only 46.7% did acknowledge that the council was at least providing some services to the residents.

Table 2.3 Services Council Provides To Residences - Low Density Areas

Response	n	%
setting up public toilets	13	5.8
nothing only promises	70	31.1
road maintenance	15	6.7
maintenance of water pipes	3	1.3
general maintenance	1	.4
provided water	27	12.0
maintenance of the market	3	1.3
maintenance of the maternity ward	1	.4
sensitization for clean environment through garbage collection	32	14.2
fixing meter boxes	3	1.3
cutting down trees reaching the ZESCO power line	4	1.8
provide fire services	1	.4
maintain bus stops and stations	2	.9
I don't know	50	22.2
Total	225	100.0

Source: Field data of service delivery and decentralization, Kabwe Dec. 2009.

Table 2.4 below shows data on the type of services the local authority in Kabwe provides to the medium cost residential areas. In medium density areas, a total of 67% of the respondents

either had no knowledge of the services or did not respond at all. Of these 41.3% had no knowledge while 25.7% did not respond. Almost twice as many respondents in medium density areas compared to that of the low density areas did not have the knowledge of service provision by the local authority.

Table 2.4 Services Council Gives to Residences - Medium Density Areas

Response	n	%
putting up public toilets	5	2.2
cleaning drainage and putting up drainages	7	3.1
allocating funds for development	1	.4
roads and general maintenance	13	5.8
no knowledge	93	41.3
water pipe and meter installation	14	6.2
just a bit	6	2.7
keep Zambia clean campaign	8	3.6
own markets	9	4.0
regulate drinking places	5	2.2
public libraries	1	.4
manning the bus stops	3	1.3
collection of levy	2	.9
Did not respond	58	25.7
Total	225	100.0

Source: Field data on service delivery and decentralization, Kabwe Dec. 2009.

Table 2.5 below shows data on the type of services the local authority in Kabwe provides to the high density residential areas. Respondents sampled in the study said: council provides to high density areas services such as cleaning roads, drainage systems and garbage collection, markets, providing people with funds for development. Sampled residents indicated that better services are provided to high density areas. They identified good services such as feeder roads, regulatory services for drinking places, anti-rabies vaccination, water supply and sanitation services, malaria prevention through spraying. Only 1.3% of the respondents said that council does not carry out maintenance works for infrastructure such as roads and markets. As can be seen from field data in table 2.5, it appears that more attention is given to high density areas than the medium or low density areas. The reason for this is due to the high poverty levels in the high density areas. This agrees also with CSO ward level poverty gap index which shows only one (1) ward showed an improvement over the poverty headcount

index which shows the depth of poverty experienced by the poor (Table 2.2: CSO- LCMS 2002-2003, Prepared from 2000 Population Census). The seven (7) wards that showed improvement in the poverty gap index are from Kabwe Central Constituency which falls in the medium and low density areas. In high density areas, 80% of all the respondents sampled in the study had no knowledge or were not sure of the services provided by the council. Of these 49.3% had no knowledge of the services while 30.7% did not respond for various reasons.

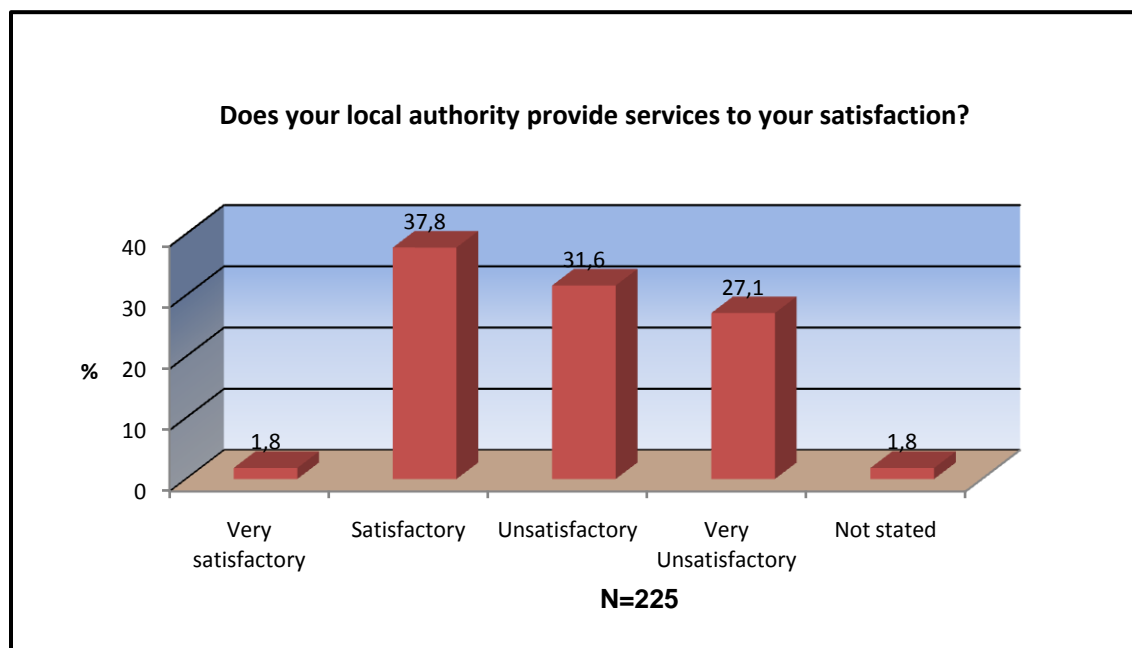
Table 2.5 Services Council Provides To Residences - High Density Areas

Response	n	%
cleaning roads, drainage systems and garbage collection	23	10.2
markets	5	2.2
providing people with funds for development	2	.9
making feeder roads	3	1.3
no maintenance	3	1.3
that is where they do good work	1	.4
not sure - no knowledge at all	111	49.3
regulate drinking places	3	1.3
Anti- rabies vaccination	1	.4
improve water supply and sewerage services	3	1.3
malaria prevention through spraying	1	.4
Did not respond	69	30.7
Total	225	100.0

Source: Field data on service delivery and decentralization, Kabwe, December 2009.

In all the three density areas what really came out were the environmental issues that the respondents referred to such as clearing the drainage system, as well as garbage collection. These services are being done in partnership with local communities and institutional support. In terms of the quality of services or whether the residents appreciate the services provided by the local authority, Fig.2B below shows data on the responses of households in relation to service provision.

Fig. 2B Responses of family households in relation to provision of quality services



Source: Field data of service delivery and decentralization, Kabwe December, 2009

As can be seen in Fig. 2B above, the majority of the people, representing 58.7%, said the Council's services were unsatisfactory. Of the 58.7%, 31.6% said the services are unsatisfactory while 27.1% said the services are very unsatisfactory. Therefore, the Council in Kabwe has not delivered the services to the satisfaction of the people.

Conclusion

The local government reform processes dating back to September, 1964 were initially meant to replace the colonial system of administration. However, most of the reform measures which the new government undertook were by and large designed to politicise local government administration at the expense of local developments. While it was widely perceived that the measures were meant to decentralise government operations, local authorities were not meeting the demand of public service delivery. The introduction of a one-party system in December, 1972 only strengthened political control in the local government system and instead promoted centralism. The appointment of the district governor was one step towards centralism. The 1965 Local Government Act failed to meet the aspirations of many Zambians in as far as service delivery was

concerned. Further, the 1980 Local Administration Act worsened the system as the ruling UNIP party structures were merged with local government administration. Ward chairmen became councillors and many political party loyalists were appointed to various positions of running local authorities and others were integrated into field administration. The 1991 Local Government Act brought about a complete divorce of party structures from local government administration and elected councils had some level of autonomy although centralism has continued to be enhanced through the powers of the Minister of Local Government and some of the political appointments such as the district administrators, PLGOs. Other controls have been done through some pieces of legislation such as MPs being councillors and service delivery has been affected adversely.

Although Kabwe District has a rich political and socio-economic background, this has not been fully utilised. For example, the existing infrastructure, both private and public i.e. the presence of prisons, ZNS, the Army, ZCCM Investment Holdings, other government institutions, Mulungushi Motel, are resources for the District. The closure of the mine and concessioning of Zambia Railways have impacted negatively on peoples' living conditions leading to the development of unplanned settlements. Kabwe residents have also not been spared by the AIDS pandemic. The economically active section of the population in the district according to the CSO population projections are the likely victims of the AIDS pandemic. Kabwe's ward level estimates of poverty headcount ratio for the period 2002 - 2003 stood at 29.6% while 70.4% of the ward area in the district fell above in the poverty headcount ratio, meaning 70.4% showed improvement over poverty levels. This also explains why Kabwe rates at the same level with Lusaka district due to improvements over poverty levels as a result of household economic activities. The kind of services in Kabwe are mainly "maintenance" of dilapidated road network, poor water supply, lead pollution, poor drainage system, garbage collection in residential areas and business centres. Generally, the quality of services that are being provided by the Council in Kabwe has fallen short of people's expectations.

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CHAPTER THREE

ADMINISTRATIVE, FINANCIAL & TECHNICAL CAPACITY OF KABWE MUNICIPAL COUNCIL

Introduction

This chapter seeks to assess the administrative, financial and technical capacity of Kabwe Municipal Council in relation to service delivery. There are five sections namely; introduction, administrative capacity, financial capacity, technical capacity and conclusion. This study defines capacity as “the ability of local authorities to deliver services to their communities” (Mukwena, 2002: P 3). This capacity of local authorities encompasses different operational areas of administrative, financial and technical capacities of Kabwe Municipal Council. Firstly, administrative capacity refers to available qualified staff at the council. In this context, administrative capacity includes the existing administrative staff in line with staff establishment (i.e. at director and middle management levels) in terms of vacant and filled positions and whether these positions are filled by qualified staff.

Secondly, financial capacity refers to the institutional capacity to raise and manage its own resources in an efficient and effective manner on one hand and also be able to apply the same capacities to external resources such as government support. To assess the financial capacity of Kabwe Municipal Council, the study will look at the indicators of financial systems and tools for financial management that the local authority uses such as budgets, assets, billing, rates and charges, cash books, audits, procurements, contract management, bank reconciliations etcetera. Further the determination of financing from external sources or from owns resources provide an additional tool in assessing the financial capacity of Kabwe Municipal Council.

Thirdly, the section on technical capacity focuses on two aspects of capacity, which are (1) the available equipment such as graders, water tenders, computers etcetera, and (2) available technical skills of personnel, for example, buildings surveyors, health inspectors, engineers and so on for the effective and efficient delivery of public services. The technical capacity is key in the delivery of services which include fire fighting, road maintenance, garbage collection, buildings, street lighting, and computerization. In the study, technical capacity refers to available skills at the council with specific reference to professional qualifications and experience. Further, this chapter analyses the deficiencies in the quality of staff in respect to skills and experience of such staff, with

a view to establishing factors that account for poor service delivery of the local authority. The final section is a conclusion.

Administrative Capacity

This section attempts to assess the administrative capacity that exists at Kabwe Municipal Council. In order to do that, it is important to consider the establishment of administrative personnel who are involved in the day to day running of the council. In this regard, the main focus of the study was to assess the administrative capacity of the council by assessing the quality of staff involved in the day to day decision-making process. The council establishment of such staff provides the ground on which to base the assessment of administrative capacity.

The appointed officials include the town clerk, departmental heads who are designated as directors, deputy directors and other key support staff such as supervisors in the departments. The administrative structure of a municipal council such as Kabwe Municipal Council has five departments namely; administration; planning and development; engineering services; finance and public health and social services. The town clerk, together with directors and their deputies, form the executive wing of the council. The councillors form the legislative wing of the council. The two, together with other council staff, implement council resolutions and policies.

The data on filled positions of existing staff and their qualifications provides information on the administrative capacity of Kabwe Municipal Council. Table 3.1 shows the existing administrative staff establishment which represents the administrative capacity of the council responsible for delivery of public services in Kabwe district. As can be seen in table 3.1 two Heads of department do not have required qualifications of ACCA and Social Work Degree (BSW). These are the Director of Finance and the Acting Director of Public Health and Social Services respectively. The Director of Finance has ACCA Level II, while the Acting Director of Public Health and Social Services has a diploma in community development and a certificate in community participation.

Table 3.1 Administrative Capacity (Staff Establishment at Kabwe Municipal Council)

Post	Required No. Of Posts	Number of filled Posts	Vacant Posts	Acting Positions	Establishment Qualifications	Qualifications of existing staff	Qualifications of acting staff
Town Clerk	1	1	Nil	Substantive	ILGAZ I,II,III Law, Diploma & Degree	BSW degree, DSW diploma	N/A
Director Admin	1	1	Nil	Substantive	„ „	ILGAZ III	N/A
Director Planning	1	1	Nil	Substantive	Masters Degree in Economics	M Sc. Economics	N/A
Director Engineering Services	1	1	Nil	Substantive	B.Eng./BSc. & Civil Engineering	B.Eng.	N/A
Director Finance	1	1	Nil	Substantive	ACCA	ACCA Level II	N/A
Director Public Health & Soc. Services	1	Nil	1	Acting	BSW degree, Dip. SW	N/A	Cert. In Com Participation ,Dip.Com Dev.

Source: Field Data on service delivery & decentralisation, Kabwe June 2010

The planning department, which had been restructured at the time of this study, was understaffed with only a director of planning running the department. Although the planning department has been restructured, the vacant positions in departmental establishment for skilled personnel have not yet been filled. Table 3.2 below shows the establishment of the restructured planning department which has two sections namely; social economic planning section and the physical planning section. Under this structure, each of these sections will be headed by the deputy director for social economic planning and deputy director for physical planning, respectively, who will both be reporting to the director of planning. In terms of qualifications, the deputy director for social economic planning will be a degree holder in economics while the deputy director physical planning will be a degree holder in town and country planning.

Table 3.2: Restructured Planning Department at Kabwe Municipal Council

Post	Required Posts	Filled Posts	Vacant Posts	Required Qualification
Director - Planning	1	1	Nil	MSc. Economics
Deputy Director-Physical Planning	1	Nil	1	Degree Town & Country Planning
Deputy Director-Social Economic	1	Nil	1	BA Economics
Planning Officer-Physical Planning	5	Nil	5	Degree Physical planning
Planning Officer-Social Economic	5	Nil	5	BA Economics

Source: Field data on service delivery & decentralisation, 21st June 2010

The two sections in the planning department will require ten qualified personnel who will be university graduates in economics and physical planning, respectively, to run the planning department more efficiently (Source: Field data on in-depth interview the Planning Director, Mr Mapulanga at Kabwe Municipal Council, June 2010). Apart from the heads of department, the majority of the other administrative support staff that were interviewed lacked appropriate qualifications and most of them were in acting appointments and quite a number were nearing retirement age or retirement by years of service. The administrative support staffs below the rank of director interviewed at the council were above the age of 40 (Source: Field data on service delivery & decentralisation, June 2010). The key administrative support staff on the ground that were sampled purposely in the study, were non university graduates, except one female health inspector, who holds a degree in environmental sciences from the University of Zimbabwe. However, the rest of the support staff sampled in the study did not possess a qualification higher than a college diploma. These officers are in the supervisory positions and implement council resolutions under the leadership of their respective directors. In some cases, the qualifications of appointed officials pose a problem for the council and only depend very heavily on the experience they have. For instance, one member of staff joined the council in 1978 and retired at age 55 but was recalled due to lack of experienced manpower in community development and social services

and the council appointed him on a contract for one year (renewable) to act as director of public health and social services. Only one joined in 2007 and the rest of the administrative staff interviewed joined before 1990. It is; however, quite clear that the officers running Kabwe Municipal Council rose to their current positions through the system. It is worth noting that the calibre of officers at the local authority should be commensurate with relevant professional qualifications in addition to experience acquired over the years (Source: Field data on service delivery & decentralisation, June 2010).

As can be seen from the available administrative staff, including the support staff at Kabwe Municipal Council, it is clear that the council is facing serious personnel problems. This in turn could adversely affect the council's capacity to plan, make budgets and manage resources professionally. The director alone cannot effectively administer council resources in the absence of capable subordinates under him. The findings have it that administrative capacity is in agreement with what the residents of Kabwe in the study who said that the council lacks qualified manpower (Source: Field Data in Table 3.3). Most of the managers interviewed joined the council with lower level qualifications such as Form III, Grade IX or Grade XII. The additional qualifications obtained was in most cases, G.C.E 'O' levels, while additional professional qualifications are certificates and diplomas and the majority of such staff were in acting positions at middle management level, and in some cases heading a unit at the Local Authority. For instance, the acting chief settlements officer is a certificate holder in community development, while the acting director of public health services, who depends heavily on qualified public health inspectors, holds a diploma in community development and a certificate in community participation. Lack of skills in technical staff, is more critical for positions which are found in the lower echelons of the administrative hierarchy and some of them joined the council at very low positions in the council and rose to senior positions over the years. For instance, the acting administrative officer at the council joined as a gardener in 1979 and rose to her current position through the system. It is notable that the skills of administrative officer are not adequate, as she holds a Grade IX certificate. Further, the acting assistant internal auditor is an accounts clerk with a certificate in accounts and business studies (CABS) and ZICA technician certificate, the chief committee clerk is a diploma holder in public administration. However, the director of planning and development, director of engineering services, director of administration and the town clerk are all university graduates, while the director of finance holds ACCA Level II. Additionally, the town clerk also holds a professional

qualification in ILGAZ (Institute of Local Government Administrators of Zambia) in addition to her degree in social work (Source: Field data on service delivery & decentralisation, Kabwe June 2010). Although directors have basic qualifications, it would also help for directors to acquire ILGAZ qualification as they will be better placed in understanding local government operations as executive officers.

Poor conditions of service have failed to attract and retain highly qualified personnel and have significantly contributed to council's failure to efficiently and effectively deliver public services. Since attracting qualified manpower has been a problem for the council, the administrative capacity for the local authority is weak. This explains the unsatisfactory service delivery that has characterized Kabwe Municipal Council as observed by the respondents from the data shown in Fig.2B of chapter two. The administrative capacity reflects the quality of services that the council is able to provide. If the majority of the people (59%) say that the services provided are either poor or very poor, then the impact on service delivery by the council is not significant. Further, poor conditions of service were cited by the electrician for the council Mr Edgar Mwape who said:-

“...poor conditions of service have resulted in manpower problems for the council. For example, we are not paid risk allowance. The work that we do is very risky” (Source: Field data from in-depth interviews with the Council Electrician, Mr Edgar Mwape, 21st June, 2010).

The Acting Director of Public Health and Social Services Department, Mr Joseph M. Kayombo, the Acting Assistant Internal Auditor, Mr Adam Tembo and the Acting Chief Community Development & Settlement Officer, Mrs Rebecca Museteka have been acting because the Council does not have qualified staff to fill the positions. An interesting case is that of an administrator who has been acting for nine years and has not been confirmed in the position due to lack of appropriate qualifications. One other case is the acting director of public health services who retired but was recalled to fill the position due to lack of suitably qualified persons on the labour market to fill the position. From the council managers' point of view, they claim that they have the administrative capacity which is being hampered by poor financing of the local authority which makes it difficult to attract and retain skilled manpower. Other local government officials in Kabwe interviewed in the study also expressed concerns over lack of skilled manpower at the local authority. For example, the Kabwe district community development officer under the Ministry of Community Development & Social Services, Mrs Mirriam Muyenga observes that:

“....appointed officers were more able to articulate issues better. In this regard I suggest that the council officers or appointed officials who are professionals should not be answerable to councillors. These appointed officers should be transferable from one council to another. The system is too political and has created a gap in the running of local authorities. In view of this problem I can recommend that government reintroduces the Local Government Service Commission which would operate on the same lines like the Public Service Commission. Accordingly, this would attract and retain skilled manpower in the local authorities and ultimately improve the human resource capacity. ” (Source: interview with the district community development officer: 16th December 2009).

Further, she was hopeful that with the introduction of the local government service commission, most problems that relate to staff placements in councils would be addressed because the commission would have a clear Job and salary structure to guide the employment of such staff based on merit. She said that the council has the equipment which was not being looked after properly. She further noted that the council staff should improve on the skills. She argues that the council had potential for building capacity through training programmes at Chalimbana and those with the desire to improve their skills are allowed to go for training. However, the promotion of in service training as pointed out by Mrs Muyenga is an indication that administrative capacity at Kabwe Municipal Council is lacking. This is evident from the field data in which households have observed the same as shown in Table 3.3.

Table 3.3 Reasons given by households for poor/very poor service provision by the Council

Reasons for poor/very poor service	Frequency distribution /%		Total
	n	%	N
Local authorities lack qualified manpower	13	5.8	225
Local authorities lacks financial resources	23	10.2	225
Local authorities lacks necessary equipment	21	9.3	225
The contribution of manpower, finances and equipment	113	50.2	225

Source: Field data of service delivery and decentralization, Kabwe December 2009.

The provincial local government officer (PLGO) for central province, Mr Alfred Nyambose, said that Kabwe district was the centre of activity as a provincial headquarters for central province. He indicated that there was government support for technical capacity of local authorities because the MLGH circulated a request for equipment in 2008 to officers to assess the capacity of local

councils and undertake projects through the department of works which is responsible for infrastructure projects. Mr Nyambose, commenting on technical capacity in local authorities said:

“...through infrastructure projects, it was found that rural councils had some equipment which was not adequate. The Chinese equipment that was sourced by the government was still stationed at the provincial centres instead of going to local authorities. The Danish have come in to assist councils in the Luapula province to give equipment such as office equipment like computers during ZAMSIF, NATRWAS project”. (Source: in-depth interviews on service delivery and decentralisation with local government officials (PLGO), 17th December 2009).

The data in Table 3.3 show that the majority of the people (50.2%) said that poor service delivery was due to lack of manpower, finances and equipment. Those who rated poor/very poor service provision representing 5.8% said the local authority lacks qualified manpower, while 10.2% said that poor service delivery was due to lack of financial resources and 9.3% said that the poor service delivery was due to lack of necessary equipment. While council managers and councillors put the blame on lack of funding from central government, the general public representing 50.2% say that poor service delivery is due to lack of qualified manpower, lack of financial resources and lack of equipment. Apart from local initiatives to improve administrative capacity, local government officials in the district bemoaned that decentralization had not taken place in local authorities. The problem was at local government level because at a workshop held in 2009 in Chisamba the administrative structures of local authorities were reviewed together with positions and salaries but the resolutions were not implemented. The Kabwe district officials bemoaned that the problem was mainly at the centre because national politicians in government were not ready to relinquish power to local officials. The district community development officer further observed that at the local authority:

“...administrative and technical capacity is not at full capacity (i.e. 100%) for the local authority and that’s why they are failing to implement the policies. There is only a handful, I think out of a 100% it is only 25%. Let people hold positions on merit. They should equate the salaries to the qualifications. They have but there is a weakness in the accountability in the handling of the equipment” (Source: in-depth interviews with Local Govt. Officials: December 2009).

The Kabwe District Commissioner, (DC), Mr Jonathan Kapungwe observed that the local authority had administrative capacity. He said that for example, the town clerk was a university graduate who also had an additional ILGAZ qualification. Further, he argued that directors at the council

had the qualifications and that all staff were qualified especially at senior management level. He indicated that the council had the equipment, such as, a grader although it sometimes breaks down in the process of work. He however, pointed out that financial support from the government was not adequate. He explained that Cabinet office was responsible for management and coordination of the Public Service at National level. According to the Office of the President (2002), in order to enhance the operations of government activities at national level, the National Development Coordinating Committee (NDCC) is responsible for coordinating development activities. It further states that at provincial level, the Permanent Secretary is responsible for coordination of Government business in the province. The planning, implementation and coordination is done through the Provincial Development Coordinating Committee (PDCC). The District Commissioner heads the District Administration at District level. The District Development Coordinating Committee (DDCC) is responsible for coordinating development activities in the district. (Source: Field data from in-depth interviews with Kabwe District Commissioner Mr Jonathan Kapungwe, December 2009). The views of the district commissioner cannot be supported because on the contrary Kabwe households, councillors and appointed council officials have all attributed poor service delivery to lack of manpower, finances and equipment. The assertions by the DC and other local government officials in the district that the council had the capacity could be mere rhetoric and for political reasons. He, however, said that not all councillors have delivered on their election promises (Source: Field data on service delivery and decentralization, Kabwe December 2009).

Financial Capacity

In this section the study assesses the financial capacity of Kabwe Municipal Council by looking at three different areas of financial capacity namely; internal revenue sources, external revenue sources and capacity for financial management. The investigation begins by discussing the Council's financial capacity in terms of revenue sources. In terms of internal sources of revenue, Kabwe Municipal Council raises its own revenue through property rates, licence fees, development charges, market levies, bus levies, billboards, personal levy and burial sites (Source: interview with the Chief Accountant Mrs Edina M. Sakala, November 2010). However, Kabwe Municipal Council does not receive any financial assistance from other stakeholders such as the business community and/or well-wishers, except in very special cases. Apart from internal resources, there are external sources, mainly, government grants. From the total annual budget from government support for the

council, 20% is spent on the delivery of key services to the local community as per MLGH guidelines which is not sufficient for service provision (Source: interviews with the chief accountant in the finance department, 12th November 2010). Table 3.4 below shows government transfers of grants to Kabwe Municipal Council for the year 2010.

Table 3.4 Government grants to Kabwe Municipal Council for the year 2010

Type of Grant	Proposed Amount in ZMK	Actual Amount Received in ZMK
Service & Administration	400,000,000.00	400,000,000.00
Restructuring (Retirees)	700,179,012.00	700,179,012.00
Grants in lieu of rates	200,000,000.00	200,000,000.00
Capital	120,000,000.00	120,000,000.00
Total	1,420,179,012.00	1,420,179,012.00

(Source: interviews with the Chief Accountant Mrs. Edina M. Sakala, November 2010).

Table 3.4 shows actual grants from the government which were approved and transferred to Kabwe Municipal Council in time for the implementation of the projects. As can be seen from the above data, central government disbursed the requested grants on time. The underlying problem, however, with regard to inadequate funding has to do with the planning and budget process by council management. As will be seen in the latter part of the chapter, lack of financial discipline to budgetary commitments on the part of council management to channel grants to planned projects, for example, poses a serious handicap in financial management and also the failure in meeting deadlines for the projects which result in misapplication of resources as all the grants are deposited in a pool account. Further, in case of grants support, the problem is not with the central government but rather the planning capacity of the council. The Chief Accountant, Mrs Edina M. Sakala, submitted that the government grants that were disbursed to the Local Authority were used as follows:-

- | | |
|----------------------------------|--------------------|
| 1) Administration | ZMK 120,000,000.00 |
| 2) Staff Remuneration (salaries) | ZMK 120,000,000.00 |
| 3) Capital Grant | ZMK 120,000,000.00 |
| 4) Service provision | ZMK 280,000,000.00 |
| 5) Projects | ZMK 120,000,000.00 |

(Source: interview with the Chief Accountant Mrs. Edina M. Sakala, 12th November 2010).

It is out of these allocations that Kabwe Municipal Council apportions resources to cover as many service provision areas as possible. A total of K1,420,179,012.00 in grants was disbursed to Kabwe Municipal Council in 2010. The council managers also bemoaned that the main revenue base for councils was eroded following the Presidential directive to sell council housing units to sitting tenants. The major revenue base that the local authority depended on, council house rents was taken away when council houses were sold to sitting tenants. The financial base for the local authority has remained weak despite it being one of the shareholders in Lukanga Water and Sewerage Company (LWSC) following the privatization of water and sanitation services. The 1994 National Water Policy - in response to deteriorating service delivery, one of the sector principles was the “devolution of authority to local authorities and private enterprises” to bring about efficiency and effectiveness in management of service provision (www.nwasco.org.zm/local_authorities.php, 15 April, 2012). Local authorities as shareholders appoint a Board of Directors to oversee the water and sanitation service (WSS) providers established. The LWSC is responsible for water and sanitation services in six districts of central province. Kabwe Municipal Council made efforts to improve its revenue base by revising property rates and updated the valuation roll which the tribunal approved on 28th August, 2009. However, government approved the new rates with adjustments downwards by 40 percent. It is hoped that the revenues from property rates will improve the financial position of the Council (Field data on service delivery & decentralisation, 21st June 2010). Apart from government support grants which are shown in Table 3.4 which the Chief Accountant clearly showed how they were disbursed by the Council, there are statutory provisions within the Local Government Act which are meant for financing of local authorities. The District Commissioner, Mr. Jonathan Kapungwe, submitted that;

“...revenue sources have been approved by the government to improve the financial capacity of local authorities in Zambia and these include, government grants, CDF which now stands at K665 million in the 2010 budget, Recruitment grants, Restructuring grants, Ministerial grants of K500 m, Property tax, Personal levy, Trade licences, Market levy, Grain levy, Fish levy, Crocodile levy, Timber levy and Parking fees ” (Source: in-depth interview with the Kabwe District Commissioner Mr Jonathan Kapungwe, 17th December 2009).

Despite the above initiatives through government policies and other legislation for improving local revenue for the local authority, the council managers at Kabwe Municipal Council, local

government officials in the District and the civil society all agree that there is no adequate financial capacity at the local authority. Kabwe residents were also of the view that the Council does not have the financial capacity. For example, 60.4% of the residents interviewed for this project said that Kabwe Municipal Council lacks financial capacity in addition to challenges of manpower and inadequate equipment. However, the managers said that the Council had administrative capacity but this was not supported by matching resources, especially financial resources. The managers went further and suggested that the council should run as a business entity which is able to raise its own resources that can be ploughed into the institution for better service delivery. The managers suggested that the Local Government Act should be revised so that statutory levies such as personal levy could also contribute significantly as sources of revenue for local authorities than was the case at the moment. The District Commissioner, Mr Kapungwe, was of the same view that there was need to revise the Act. For example, he noted that personal levy in its current form was inelastic, as it was fixed and was not responsive to inflation and other economic indicators. The observation by the District Commissioner that personal levy was inelastic in its current form, agrees with what the managers at the council said and proposed that the Act be revised to improve the revenue base. Although the civil society observed that Kabwe Municipal Council had the capacity to pay salaries, the Council has been mainly constrained with the problem of effectively and efficiently applying its resources due to wrong priorities set by the council officials. For example, Mr Lazarus Phiri, the NGOCC Coordinator for Eastern and Central provinces said:

“...the cost of payment for graves in Kabwe was higher than those charged in Lusaka for Leopards Hill cemetery. Further, application forms for plots were being sold at K300,000.00 for high cost plots that Council was offering at a location behind Mulungushi Textiles. This space of land was offered for 50 residential plots but more than 800 people applied for plots and the K300,000.00 application fee was non-refundable.” (Source: interview with NGOCC coordinator, Mr Lazarus Phiri, 15th December 2009)

This observation could be valid because from this venture of selling plots, Kabwe Municipal Council raised revenue in excess of K240 million which was quite substantial to pay off salaries. Furthermore, from the 50 high cost plots sold, the Council begun to raise property rates for its revenue. The dependency on government support alone cannot fully sustain the operations of the local authority. The council can survive more on internal resources than external funding if local resources are sufficiently exploited. The other factor that impedes financial capacity of local authorities at the moment is lack of adequate funding from the government. According to Lolojih

(2008), the weak financial base of local authorities is due to poor government support to local councils. Table 3.5 shows government appropriations of the national budget indicating government's erratic financial support to the Ministry of Local Government and Housing over a period of ten years. Lolojih (2008), argues that poor financial support averages 4.3% per annum of the total national budget support from central government to local authorities. There are no criteria followed for the disbursement to local authorities which impacts negatively on the financing of local councils.

Table 3.5 Government Appropriations to the Ministry of Local Government and Housing (MLGH) by year in Zambian Kwacha

Year	National Budget (NB)	Allocation to MLGH (Capital & Recurrent)	% of National Budget
1991	52,311,874,077	1,265,165,009	2.4
1992*	-	-	
1993	231,934,961,351	5,859,043,006	2.5
1994	686,805,757,119	25,693,316,009	3.7
1995	853,980,025,741	40,475,523,010	4.7
1996	1,161,647,975,693	44,860,493,018	3.9
1997	1,489,146,404,448	82,606,654,009	5.5
1998	1,818,338,775,144	97,367,894,019	5.4
1999	2,227,722,565,099	131,226,432,051	5.9
2000	2,956,989,935,617	107,875,478,099	3.6
2001	5,015,050,011,500	273,011,194,087	5.4
TOTAL	16,493,928,285,789	810,241,192,317	4.9
		Average	4.3

Source: Lolojih, K. P (2008). **Local Government Administration and Service delivery in the Third Republic: A Case Study of Lusaka City Council, Choma Municipal Council and Luwingu District Council**, PhD Thesis, University of Zambia: Lusaka, P 163.

*Data not available

Receiving grants in lieu of rates (i.e. untimely payment of property rates by the government for its buildings and the owed rental charges by government departments) have also hampered the

financing of local authorities, since these government grants are not levied on the value of properties falling under the council's jurisdiction. Out of the national budget as shown in Table 3.5 above, a total amount of K810,241,192,317 was disbursed by Government to local authorities over a ten year period. This allocation, averaging 4.3%, goes to the MLGH and it is out of this amount that the ministry allocates budgets for grants to local authorities among other needs of the ministry. From the government subventions from the national budget shown in Table 3.5, applying the principle of equitable distribution of national resources, for example, an amount of K810,241,192,317 disbursed by Government to 72 local councils in the country over a ten year period, translates into K11.2 billion per council in ten years or K1.12 billion annually per council or approximately K93 million per month allocated to each council. This allocation is inadequate for council operations in terms of capital projects and recurrent expenses. It is from this budget allocation that councils carry out their operations and also pay salaries to their staff while also meeting the demands of public service provision. The Local Authority depends on government for financing capital budgets for equipment & machinery to use for road maintenance and also heavy equipment such as earth moving machines to open up big drainages. The NGOCC coordinator, Mr Lazarus Phiri lamented, "due to the absence of political will for efficient running of the local government system in Zambia, only 3% of the national budget goes towards local government" (Source: interview with Mr Lazarus Phiri, NGOCC Coordinator for Eastern and Central provinces, 16th December 2009).

Financial capacity is also assessed by the professional manner in which these financial resources are managed. The financial management systems in use at the council do not conform to the requirements of good financial management practices, which ensure accountability and effective utilisation of resources. In line with government's directive on financial regulations through the MLGH, Kabwe Municipal Council has adopted the activity based budgeting though the implementation of the Medium Term Expenditure Framework (MTEF) for 2011 to 2013. The Finance Department has the monitoring and evaluation mechanisms in place. The council also has the post cashbook totals to the ledger on a monthly, quarterly and annual basis. In addition as a routine financial management procedure, bank reconciliations are simultaneously checked by senior officers and are done on time. In terms of financial accounting requirements, the council submitted the receipts and payments accounts for the year 2007, 2008 and 2009 to the Provincial Local Government Officer (PLGO). This exercise is normally done after six months. Further, the

financial capacity indicators on government subventions in the financial records or statements of accounts showed that, government allocation accounted for 80% of the total budget of Kabwe Municipal Council during the last three years. In addition, Kabwe Municipal Council also had 90% of the total number of bills issued on time during 2009 financial year against a total number of bills issued. Similar experiences of financial problems are also faced by other local authorities in Zambia.

Indicators on financial management capacity of the council used in the study also showed that structures for financial management that have been put in place include; a functional internal audit unit, procedural measures for staff who safeguard council properties who also check all council resources and expenditures as routine responsibilities. With regard to procurement and contract management, the council makes annual procurement plans and follows them up. The council also has a fully operational procurement department and staff and have also established a District Procurement Committee (DPC) which operates like a Tender Board. No contracts have been completed on time by the council without any fault of contractors. As a routine financial practice, the council managed to dispose of its liability assets last year in December 2010. There is a 20% quality of services provided to the community (Source: interviews with the chief accountant in the finance department, 12th November 2010).

Further, financial documents on the responses by management to the external audit reports also showed weaknesses in the financial management at the council. For example, a balance of K50,902,205.00 out of the 2005 Service Provision and administration grant amounting to K168,000,000.00 could not be accounted for as there was no record to indicate receipt of this amount. Further, purchases amounting to K76,623,795.00 on stores items in 2006 were not entered in the stores ledgers due to liquidity problems. As a result of this the Stores Office was only established in 2008 (Responses by the Town Clerk to the Auditor General's Report on the Audit of Grants for Financial Years 2005, 2006 and 2007). Other weaknesses relate to delays in rehabilitation works on public toilets involving K100,000,000.00 for the intercity Bus Stop toilets. This grant was received in 2007 but rehabilitation works done by the contractor B.S. General Dealers was only completed on 20th June 2008 for a total contract sum of K30,270,000.00. From the responses to audit report regarding this grant, it is not clear how the balance of about K68,000,000.00 was accounted for. Another grant amounting to K50,000,000.00 was received in October, 2007 for the rehabilitation of a Public Park but this grant was not utilised because the

funds were deposited in a pool account where no separate ledger was maintained for the funds in the account and these funds could not be traced (Responses by the Town Clerk to the Auditor General's Report on the Audit of Grants for Financial Years 2005, 2006 and 2007).

Another weakness in the financial management system was shown by the manner in which Kabwe Municipal Council utilized the grants that came from government subventions. For example, queries arising from the accounts of 2007 and 2008 and audited by external auditors from the Office of the Auditor General revealed through the Action Taken Report by the Town Clerk that adherence to audit requirements as a good financial management practice, had not been followed by the council because accounts for 2009, were not audited within a period of one financial year. This creates a delay in taking corrective measures in response to audit reports. There is a clear evidence of a weakness in resource mobilisation of the council which points to the overall weak administrative and financial capacity. For example, the Audit Report for 2008 financial year revealed Council's failure to collect its revenue amounting to K216,150,125.00 from creditors at Mulungushi Motel. This debt was owed by Government departments such as ZNS and Prisons Services through workshops and accommodations. As a response to this problem the Council has since given a vehicle to the Motel, employed a Motel manager and the revenue collection team to assist speed up the process of debt collection. Further, the council was owed a colossal sum of K857,710,000.00 as service charges resulting from lack of computerized system and the Local Authority only depended on Demand Notices for Service Charges upon receipt of offer letter from the Ministry of Lands. The other issue is poor record keeping for accounts documents as the fuel register was misplaced at the time of the Audit. Other flaws relate to unreturned accountable documents which the Council had not returned as there was no system in place to account for used receipt books and those that were in use. Further, the council did not maintain registers for some accountable documents such as Personal Files (Responses by the Town Clerk to the Action Taken on the Statutory Audit Report for the Accounts of Kabwe Municipal Council and Constituency Development Funds covering the period 1st January, 2008 to December, 2008).

Technical Capacity

As indicated in the introduction, this section focuses on the technical capacity of Kabwe Municipal Council which in this case includes the equipment and specialized skills for professional and technical staff at middle management level, as well as lower level technical support staff that is available to the Local Authority. Equipment refers to items such as the fire engines and all accessories for fire services, a grader and other road maintenance equipment, building surveyor's equipment, public health equipment, electrical repairs and maintenance equipment, computers for information technology (IT) or computerization etcetera. Specialized skills focus on those relating to public health, buildings, roads, IT, fire, finance etcetera. Under each department, the discussion of technical capacity is on equipment and skills respectively. The available skilled manpower determines the technical capacity of the Council.

Council managers were of the view that Kabwe Municipal Council had technical capacity in as far as skills for fire services were concerned. For example, the training of fire fighters in the country is done by experienced fire services staffs at Kabwe Municipal Council who are seconded to the fire training school as instructors. However, this expertise is not supported by adequate equipment, as observed later in this section. In terms of available equipment, the council has only one grader but does not have the required equipment for carrying out road maintenance and drainage services. One grader is not enough for effective maintenance of roads and drainage systems in Kabwe district. Kabwe Municipal Council faces a lot of problems to effectively carry out road maintenance and drainage services due to lack of other equipment required for these services. For example, Table 3.6 shows Council requirements for road maintenance and drainage systems.

Table 3.6 Equipment requirements for Road & Drainage Maintenance at Kabwe Municipal Council

Type of equipment required	Number of equipment required	Number available
Bull Dozer	1	Nil
Excavator	1	Nil
Frontend Loader	1	Nil
Tippers	4	Nil
10 Ton Truck	1	Nil
1 Ton 4x4 Van (for supervision)	1	Nil
Compactor/ Roller	1	Nil
Grader	>1	1

Source: Field data of service delivery and decentralization, Kabwe June. 2010

As can be seen from data in Table 3.6 above, the Roads Section under the Engineering Department has a number of required different equipment for roads and drainages which far outweighs the one grader that is available at the council. In this regard, capitalization of equipment at the local authority is of paramount importance. However, the concern raised by the District Commissioner who lamented the delay in distributing road works equipment that was sourced from China by the government was not justified, considering the urgency of the needed equipment. Apart from the problems of lack of equipment, the council also faces the problem of shortage of skilled personnel in road maintenance which form a facet of technical capacity. For example, the only available skills in road and drainage systems is one qualified road foreman who reports to the Director and is the only one at this level the council relies upon to provide the road maintenance services in Kabwe district. The foreman is supervised by the deputy director of engineering services (Field data on interviews with the Roads Foreman, Mr Given Mweneneka on service delivery and decentralization, Kabwe June. 2010). Professional skills are essential for technical backup of human resource for quality service delivery in an effective and efficient manner. The technician required in the road maintenance section at Kabwe Municipal Council is an assistant superintendent who should be a holder of a degree or minimum diploma level in highway civil engineering. Additionally, a superintendent and a roads engineer are not available and the council

should recruit to fill these positions in the establishment. If there are no skilled personnel at this level, then the Council has a serious technical gap to provide the much needed road maintenance and drainage systems. This explains why Kabwe residents representing 50.2% said that the local authority has failed to maintain the roads and drainage systems in Kabwe district. However, in terms of the labour force for roads and drainage maintenance, a total of 30 general workers are required. The council has three vacant positions in the establishment for foremen who should be craft certificate holders. There is only one foreman currently available who trained at the Roads Department in Lusaka. This foreman also has some additional training which he acquired at the Copperbelt University, although he did not complete the programme because the British who were sponsoring the programme at the time withdrew (Field data on interviews with of engineering staff on service delivery and decentralization, Kabwe June. 2010). The lack of skills and equipment has contributed to poor road maintenance in Kabwe due to lack of technical capacity.

The Buildings and Maintenance Section at Kabwe Municipal Council operates more like an Inspectorate, following the sale of council houses to sitting tenants. The buildings maintenance section lacks transport, as they need one utility van and two motorbikes for inspection works. The available equipment is one light truck which also services the Engineering department as a whole and an old model of Theodolite WT2 survey equipment. The Buildings Inspector, Mr. Mukelabai Mukelabai, bemoaned the state of the Theodolite WT2 and said;

“...the Theodolite WT2 survey machine which we are using is not digitalized and outdated. Local authorities in other parts of the world are using modern equipment in the field of surveying because of the development of the new technology. This equipment needs to be upgraded to a digitalized state and to work on the computerized system. It is very difficult to work with an outdated Theodolite machine in order to carry out professional building inspections”. (Source: in-depth interviews with the Buildings Inspector, Mr. Mukelabai at the council, 21st June, 2010).

The technical capacity in the buildings section is lacking. The skilled personnel required are four inspectors who should be holders of craft certificate in construction. The Section has only one qualified buildings inspector who is a diploma holder in civil engineering from the Copperbelt University, a buildings foreman a carpenter and two helpers. This scenario confirms what the people have said with regard to lack of skilled manpower at the council (Source: field data in table 3.3). It is ironic to think that one Buildings Inspector can sufficiently cover the whole of Kabwe

District. The problem which the local authority has is to see to it that the required skills and equipment are addressed so that service delivery is realised.

In the Electrical Section, available skills are one electrician with a craft certificate while the director and his deputy are both civil engineers. According to the Council Establishment for the Electrical Section, the required number of electricians is three (Source: in-depth interviews with the electrical staff at the council, 21st June, 2010). The equipment and materials required to restore street lights in Kabwe are MV 250 watt lamps, a 100 rolls of electric cables to cover the street lighting project. The electrical staff sampled in the study, observed that “cable coverage was quite massive because, for example, Freedom Way alone used 20 rolls while the hospital road used five rolls of black cables and five rolls of red cables.”(Source: in-depth interviews with the electrical staff at the Council, 21st June, 2010). Other requirements are connector blocks, three vans for the Engineering Services Department and these materials are not in stock. At the time of data collection, staff in the Electrical Section bemoaned the low stocking levels of required materials needed for substantial electrification of the district, and feared that if trend continued, it would adversely affect the street lighting project. This situation meant that it would take sometime to completely restore the street lights in the affected areas of Kabwe and it could lead to the escalation of crime including vandalism and other vices (Source: in-depth interviews with the electrical staff at the council, 21st June, 2010). An Electrician interviewed in the study, Mr Edgar Mwape, bemoaned the situation and said:-

“...the Electrical Section is handicapped, especially on transport because Kabwe Municipal Council has only one van available for the Engineering Services Department which is not even reliable. The other handicap at the council in terms of requirements is material resources such as underground cables which cost huge sums of money in order to restore all street lights in Kabwe. Lack of manpower is the main problem coupled with poor conditions of service such as non-payment of risk allowances for the electricians” (Source: in-depth interviews with the electrical staff at the council, 21st June, 2010).

The departmental computerization at Kabwe Municipal Council has not been achieved in order to have optimum operations for effective and efficient delivery of services. Table 3.7 shows some deficiencies with only 11 computers available for computerization of all the 5 departments at the Council. As it can be seen on the short falls from field data in table 3.7 below, Administration

Department 2, Planning & Development 2, Engineering Services 7, Finance 6 and Public Health & Social Services 4. A total of 21 computers are required for the five departments at Kabwe Municipal Council.

Table 3.7 Departmental Computerization

Department	Available/ Existing Computers	Short falls of Computers
Administration	1	2
Planning & Development	2	2
Engineering Services	3	7
Finance	4	6
Public Health & Soc. Services	1	4
Total	11	21

Source: Field data of service delivery and decentralization, Kabwe June, 2010.

Under the Computer Unit, available equipment for computerization at Kabwe Municipal Council is shown in table 3.8. The lack of required equipment for computerization represents a weak technical capacity in information management system of the council. As it can be seen in Table 3.8, the Computer Unit requires a total of ten more computers in addition to the nineteen computers that are available. Therefore, ten computers are required to beef up the capacity. Although table 3.8 shows that the available skills are advanced, it can be argued that the council is still in need of IT specialists because there is one person with skills who is also the manager of the Unit (Source: interview with the Director of Planning, Mr. Mapulanga at the Council, 22nd June 2010). According to Mr Mapulanga, the Computer Unit needs three qualified IT persons to handle the networking requirements and also provide maintenance skills for the council. In terms of equipment, they require five printers, two scanners, 26 uninterrupted power supply (UPS) units, two Fax machines, two photocopying machines and a hub/switch to link the computers on the network (Source: Field data collected from the computer section at the council on inventory of computers and other office equipment, 22nd June 2010).

The problem of poor computerization and lack of internet connectivity at the council are more pronounced as the situation has impacted negatively on the marketing of the council to the outside world because it has no website. For example information contained in the council brochure about Mulungushi Motel which belongs to the council lacks important details in terms of charges on accommodation services and workshop facilities that the council offers to the public.

Table 3.8 Computerization at Kabwe Municipal Council tabulated by the Computer Unit

Computerization	Required Skills	Available Skills	Short fall of Skills	Type of equipment required/ No	No. of Available equipment
	Advanced skills	Advanced skills	Nil	<ul style="list-style-type: none"> - Internet connection/ Local area network - At least a minimum of 10 Computers - At least minimum of 5 Printers -At least a minimum of 2 Scanners -Uninterrupted Power Supply (UPS) at least equivalent to the number of computers -At least a minimum of 2 Fax Machines -At least 2 Photocopying Machines -Hub/Switch to link the computers on a network 	<ul style="list-style-type: none"> -19 Computers -11 Printers -1 Scanner -1 Fax machine -1 Photocopying machine -3 UPS -1Hub

(Source: Field data on service delivery & decentralisation, Kabwe June 2010)

The Council Public Relations Manager, Ms Annie Mwinga, bemoaned the situation and said, “the council tends to lose business because people cannot access information on the services at Mulungushi Motel which is a potential source for Kabwe Municipal Council revenue”, (Source: interview on ICT with the Public Relations Manager at the council, December 2009). The available office equipment at Kabwe Municipal Council is nineteen computers, eleven printers, one scanner, one fax machine, one photocopying machine, three UPS units and one hub. This is a big shortfall compared to the requirements and it is a clear indication that Kabwe Municipal Council has problems to meet its target of computerization which will enable it to establish a network system, website and a data base to meet the demands of the global technological and ICT challenges.

The Department of Public Health and Social Services presents a serious problem of technical capacity in terms of equipment for the department. Lack of transport for Health Inspectors to carry out their routine inspection duties in the district poses a serious problem for the department. The Section requires three vehicles for routine health inspection activities. They rely on one van that is under the Engineering Services Department. However, the equipment and materials required which the council lacks are salt sugar kits used in specimen bottles for microbial investigations. One salt sugar kit covers a minimum of fifteen premises per month but the

inspectors use on average thousands of specimen bottles per month. The other equipment which the Public Health Section requires are five tape recorders and three cameras. The cameras are used by health inspectors to take photographs of those found smoking in prohibited places and use them as evidence against the culprits should they contest the charges for illegal smoking. Smoking in designated public places such as banks, airports, industrial plants, and clubs etcetera is forbidden by law. Mr Victor Kagoli, a Health Inspector at the Council, portrayed the situation as follows:

“... there is no vehicle dedicated to Health Inspectors to do health inspection routine activities which is done daily. We usually depend on clients to provide transport for us to go and do inspection duties. We also need two to three compactors and there is no weigh bridge. We don't have a vehicle to carry out solid waste monitoring and we also need two frontend loaders and three tipper trucks. Further, licensing monitoring is part of our routine activities which requires transport because these licences expire every 31st December”. (Source: in-depth interviews with public health inspectors on service delivery and decentralisation, Kabwe 21st June 2010).

Further, the Public Health Section also lacks chlorine detecting comparators, butcher's knives, protective clothing which include: boots, white aprons, white dustcoats or overalls and white helmets. In terms of skills, Public Health & Social Services Department has no deputy director with public health qualifications or skills to head the Public Health Section and there is no one at the level of senior health inspector who is supposed to supervise all the health inspectors. The Public Health Section has three filled posts of health inspectors while nine posts have not been filled. From the above discussion, it is clear that the challenges faced by the public health section in terms of these technical limitations is cause for worry, as failure for this section to deliver poses a health hazard for Kabwe district. Consequently, due to this technical incapacitation, as the people and civil society pointed out, disease outbreaks such as malaria and cholera, will continue to be public health problems for Kabwe residents (Appendix table Q18 Field data from concerns by households in Kabwe district, December 2009). In addition, key positions such as Director of public health should be filled by a medical professional who understands issues of public health and can be able to take action towards remedial measures. Such a professional can easily lobby government and other stakeholders to address technical capacity of a local authority and other issues of public health in the district.

The Fire Service Section is under the Department of Engineering Services. In terms of equipment, the Fire Station has only one fire engine or water tender which is in good condition and two are not working. Table 3.9 below shows a breakdown of the requirements of equipment at

Kabwe Municipal Council. As can be seen from data in Table 3.9, lack of essential fire service equipment presents a serious handicap for the local authority to provide efficient and effective fire services for Kabwe district.

Table 3.9 Equipment Requirements at Kabwe Fire Brigade Main Station

Required equipment	No. of required equipment	No of available equipment
Ambulance	1	0
Water Tender (fire engine)	3	1
Pump Escape	1	0
Foam Tender	3	0
General Purpose Tender	1	0
Turn Table Ladder	1	0
Hydraulic Platform	1	0
Water Buzzer	1	0
Horse laying lorry	1	0
Decontamination unit	1	0

(Source: Field data on service delivery & decentralisation, Kabwe June 2010)

According to field data in table 3.9 above, satisfactory fire services in Kabwe district would require one ambulance, three water tenders or fire engines, one pump escape, three foam tenders, one general purpose tender, one turn table ladder, one hydraulic platform, one water buzzer, one horse laying lorry (truck) and one decontamination unit.

The Council's Fire Service Section has an establishment of 44 qualified firemen, out of which 38 positions have been filled and six are vacant. In order to achieve satisfactory fire services for the residents, the Chief fire officer, Mr Clement Zulu, argues: "the standard required ratio of manpower to the residents is estimated to be one fire fighter per 1000 residents," (Source: in-depth interviews with the Chief fire officer, Kabwe 24th June 2010). According to Mr Zulu, Kabwe district should have three new sub-stations that would each require an establishment of 18 qualified firemen and 54 firemen required at all the new sub-stations (Source: in-depth interviews with the Chief fire officer, Kabwe 24th June 2010). Therefore, the total number of firemen that will be required to meet the demands of fire services in Kabwe district is 100. At the moment, the Fire

Brigade in Kabwe was overstretched and operating beyond its capacity. This means that the Fire Brigade at the council was operating at 38% capacity of manpower (firemen) which is quite lean for the entire Kabwe District (Source: in-depth interviews with the Chief fire officer, Kabwe 24th June 2010). This position was also noted by the majority of the residents sampled in the study. A total of 65.3% respondents said that there was lack of equipment and manpower at the council (Field data in table 3.3). Firemen are trained at the National Fire Training School in Kabwe which is an institution under the MLGH (Source: in-depth interviews with the Chief fire officer, Kabwe 24th June 2010).

Additionally, the establishment of three sub-stations as recommended by fire services management staff would each require a water tender, foam tender, pump escape and many other different equipment as enumerated in table 3.9. However, fire hydrants are installed and maintained by Lukanga Water and Sewerage Company. Firemen are only mandated to carry out inspections and report to the council through the Director of Engineering Services. The managers at the fire station said that the problems that the fire service providers in Kabwe are facing are low pressure in the hydrants, and some of them have been vandalised, removed, sealed up or buried by the residents. The Chief Fire Officer Mr. Clement Zulu, who joined the Fire Service after qualifying in 1983, expressed the pathetic situation in Kabwe and said:-

“...hydrants have not been installed in most residential areas such as Nkhrumah, Kalonga, Mukobeko, Luangwa, Kawama Extension, Natuseko, Dallas, Mobile plots, Mine area and Chowa plots. There are no hydrants in these places and each time there is a reported fire incident from these areas, the firemen after exhausting the water on the fire engine, have to go away to the source of water for some more water. That is why people always complain that they have run away because the water capacity of the fire engine is only 1700 litres as compared to a normal water tender which has a capacity of 3,000 to 10,000 litres”. (Source: Field data on service delivery & decentralisation, Kabwe, June 2010).

This observation is against the backdrop of the fact that a capacity of 1,700 litres which the only available water tender has, is not sufficient to put out fire involving a big office building or that of a residential property. However, it can be argued that although Kabwe Municipal Council fire brigade also provide a training centre for firemen in the country, it has inadequate manpower to meet the fire service demand in the district. It is for this reason that three substations have been recommended for Kabwe. A staffing of 38 firemen at the council is not sufficient because these fire officers are also seconded to the Fire Training School as instructors and they draw their salaries

from the Council where they are full-time Kabwe Municipal Council workers. They also draw upon student manpower in their training sessions to provide fire services to Kabwe residents. This has also helped to beef up the fire service capacity to some extent in terms of manpower.

Conclusion

In conclusion, Kabwe Municipal Council lacks adequate administrative, financial and technical capacity to attain satisfactory public service delivery. The discussion in the chapter has shown that the administrative capacity at Kabwe Municipal Council is lacking in terms of required qualifications in the Establishment at the level of Director in the two departments namely; Finance and Public Health & Social Services. A holder of Part II ACCA is the substantive Director of Finance while a non University graduate who holds a Diploma in community development has been serving as acting Director of Public Health & Social Services Department for more than one year from the time of his retirement in 2009. In addition, the posts of deputy director of public health, deputy director of social services, deputy director physical planning and deputy director socio-economic planning are all vacant.

The financial capacity for Kabwe Municipal Council is weak in many areas. These include weak financial management systems being used at the Council. Weak local revenue base or ability to mobilize its own resources, poor external revenue source or government financial support. The study revealed a weak financial management system on record keeping, poorly timed preparation of financial statements in readiness for external auditors, limited government grant allocation, lack of financial transparency for public scrutiny or research etcetera. Lack of transparency on financial records, as provided for in the Local Government Act is a flaw because the Council is not subjected to public scrutiny. The guidelines pertaining to financial management of local councils are provided for in Part IV of the Local Government Act of 1991. The public scrutiny of a council's financial documents, such as the approved annual budget estimates of income and expenditure, Section 39 (5) of the Act is one notable provision which states that “ The annual estimates of a council shall, at all reasonable times be open to the inspection of any interested person”, while Section 43 (2) provides that “ The accounts of a council, together with all books, deeds, contracts, vouchers, receipts and other documents relating thereto, shall at all reasonable times, be open to inspection of any councillor and/or any interested person” (1991 Local Government Act). Unfortunately, this is not the case at Kabwe Municipal Council because most of these documents

were not made readily available during the field work of this study for reasons which could only be due to lack of openness and ignorance of the provisions in the Act by finance personnel. One significant weakness of the Council on financial management systems is that the Finance Department is not proactive in ensuring that necessary measures are put in place. For example, the debt collections manager and his team at Mulungushi Motel were put in place after the audit on non- debt collections at the Motel involving huge sums of money.

In terms of technical capacity, a lot of positions of specialised staff are vacant. For example, the Public Health Department has nine vacant positions for health inspectors and one vacant position of a senior health inspector. There are only three health inspectors at the station who cover the whole district. The problem of lack of technical skills also applies to other departments. Under the Engineering Services Department, the Electrical Section has only one qualified electrician, the Buildings Section has only one buildings inspector, and Fire Services Section Establishment has 38 qualified firemen with six vacant positions. However, with respect to fire services, three new fire sub-stations are required which will comprise a total of 54 firemen at all the three sub-stations. At the Fire Station, the firemen are also seconded to the Fire Training School in addition to the fire service provision for the district. The newly restructured planning department has only one planner who is also the director. The planning department has vacancies for the two deputies and ten planning officers. The Computer Unit has only one qualified IT person who is the Manager for the unit. The Roads Maintenance Section under the Director of Engineering Services and his deputy has only one qualified road foreman and the required number of foremen is four to cover the whole district.

The lack of equipment which also constitutes technical capacity poses a problem for the local council to deliver satisfactory public services in Kabwe District. The council has only one grader while other essential road maintenance equipment is not available. At the Fire Station, Kabwe district would require one ambulance, three water tenders or fire engines, one pump escape, three foam tenders, one general purpose tender, one turn table ladder, one hydraulic platform, one water buzzer, one horse laying lorry (truck) and one decontamination unit. The only available equipment at the fire station is one water tender while two water tenders are not in good working condition.

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CHAPTER FOUR

THE ROLE OF COUNCILLORS AND LOCAL INSTITUTIONS IN SERVICE DELIVERY

Introduction

This chapter analyses the role of councillors and local institutions in the process of service delivery in Kabwe. There are four sections, namely; introduction, the role of councillors relating to representation and legislative functions, the role of councillors relating to oversight and decision making functions, the role of local governance institutions and conclusion. In this study the term 'role' refers to functions and responsibilities vested in the councillor as an elected official or a legally established local institution to achieve specific goals and objectives. In the introduction, the different roles of councillors and local institutions in the process of service delivery in Kabwe district are discussed. In the second section on the role of councillors, the role councillors have played in the process of service delivery in terms of representing the peoples' views, aspirations, and problems as well as articulating the issues that affect the people to the council and providing feedback to their constituencies is discussed. Further, regarding the legislative part of this function, the role councillors have played as a legislative body of Kabwe Municipal Council which entails their functions as legislators of by-laws, standing orders and any other legislation that relate to their jurisdiction and ensuring compliance to these legislations by residents and council staff as the case may be is examined. In the third section on councillors' role as oversight and decision making functions, the role they have played in service delivery as decision makers as well as the oversight functions is analysed. As decision makers and oversight functions, councillors play the role of policy makers through the council (which functions like the Board of Directors) and also as supervisors for appointed officials to ensure that council resources are utilized in line with council resolutions. In the fourth section on the role of local governance institutions in the process of service delivery in Kabwe district, the role of devolved institutions in service delivery in Kabwe is analysed. Specifically these are the Ward Development Committees (WDCs), Residents Development Committees (RDCs) and Community Based Organizations (CBOs) or Area Based Organizations (ABOs). These local institutions are legally established bodies under the Local Government Act and operate as

autonomous bodies but answerable to the council and supervised through their respective councillors. The chapter focuses on what these local institutions are doing in the provision of public services. Further, the chapter analyses the functions and operations of the devolved institutions and how they link the provision of services by the local authority to the local residents in Kabwe. The last section will be a conclusion.

The Role of Councillors as Representatives and Legislators

The representative role of councillors is of paramount importance because it entails the councillor being able to present the views, problems and effectively articulating issues that affect the people in their wards. From the views of the respondents, sampled in the study, the field data gathered from residents of Kabwe showed that the councillors in their ward i.e. Zambezi and Makululu wards in Bwacha constituency and Highridge ward of Kabwe Central constituency have not represented the people as they should in view of the following reasons: First, and foremost, the councillor has not articulated the issues vis-a-vis people's views as expected to the council due to lack of understanding of issues and the low calibre of councillors. Further, the councillor has not given his electorate in his ward the feedback from the council on problems, issues and concerns that affect them. Council managers and the local government officials in Kabwe district agree with this argument. According to the Public Relations Manager, the failure to articulate issues by councillors in the council chambers and public meetings was largely due to their low calibre. The Council Public Relations Manager, Ms Annie Mwinga observed that:

“...the calibre of some councillors is very low because they are unable to articulate issues. Because of the low calibre they do not adequately represent people's aspirations as they should. Education is key and those who are able to do proposals manage to lobby funds for projects” (Source: in-depth interviews with the Public Relations Manager at Kabwe Municipal Council, December, 2009).

The researcher's view is that since councillors do not articulate issues well to the council, they have not represented the views, people's problems to the council. Further, Kabwe residents, including Residents Development Committee members, also said that councillors have not played the representative role effectively. According to respondents sampled in the study, the explanation for this poor representative role is due to the fact that, councillors do not hold meetings with the people in the communities they represent. This explanation is supported by the evidence from the field data in Table 4.1 regarding what the residents of Kabwe have said. In the

first place, as can be seen from field data in table 4.1 below, 14.7% of the residents sampled, indicated that they were not sure when they last saw their councillor, while 63.1% said that they had never seen their councillor. However, from the data in table 4.1 below, 6.2% said they last saw their councillor last month, 7.6% saw their councillor last week, 7.1% said they saw their councillor long time ago, while those who said regularly represented only 1.3% which is too insignificant to draw any meaningful empirical evidence. It is clear, as can be seen from table 4.1, that the majority of the residents, representing 63.1% of the total number of respondents (N= 225), said that they had never seen their councillor, which can be attributed to the lack of meetings between the councillor and the residents.

Table 4.1 When did you last see your councillor?

Response	n	%
Not sure	33	14.7
Last month	14	6.2
Last week	17	7.6
Regularly because he is a neighbor	3	1.3
Long time ago	16	7.1
Never seen him/her	142	63.1
Total	225	100.0

Source: Field data on service delivery and decentralization, Kabwe Dec. 2009.

Further, the evidence of the councillor not holding meetings with the residents and perhaps as a result, is shown by the fact that he has not taken problems of the people to the council. Table 4.2 below shows data on whether the councillor, since he/she was elected in 2006, “has presented the problems to the council”, 29.8% felt “he has not because he has not improved our area”, 15.6% indicated that “he has not been seen since he was elected” and 8.4% felt that he had not done so and 18.2% were not sure, giving a total of 72% of the people who do not know what their councillor has done since he/she was elected in 2006. These data further provide evidence that the councillors have not represented the people in their wards because they have not taken their problems to the council since they were elected in 2006.

Table 4.2 Since your councillor was elected in 2006, has he/she presented your problems to the council?

Response	n	%
Not sure	41	18.2
Yes because many people say so	10	4.4
Has not been seen since he was elected	35	15.6
He has not because he has not improved our area	67	29.8
Repaired leaking pipes	1	.4
Yes but not much	1	.4
The council is fuelling conflicts by giving plots any how	1	.4
Not at all	19	8.4
Maintained the market	2	.9
Maintains the drainage system	9	4.0
Maintaining of the maternity ward	2	.9
Road maintenance	6	2.7
Cleaned up untidy areas/garbage collection	2	.9
Sanitation need to be worked on	2	.9
Trimming of tree along the Zesco power lines	2	.9
No because street lights have not been put up	1	.4
Installation of water meters	3	1.3
There has been a change	1	.4
Yes, because I have seen him do that	2	.9
Not stated	18	8.
Total	225	100.0

Source: Field data of service delivery and decentralization, Kabwe Dec. 2009.

The councillor's role of representation also involves taking problems of the communities to the council and reporting back to the people about the resolutions taken to address their problems. Another piece of evidence of poor representation due to lack of meetings can be shown from field data in terms of how often the councillor has taken the problems of the people to the council. As can be seen from field data in Table 4.3 below, the majority of the people (51.6%) said that the councillor has "not at all" taken the problems to the council and 30.8% said "often" while 16.5% said "very often". This means that the council is not aware of peoples' problems which are not being attended to. From this data the councillor is not bridging the gap between his/her communities and the council.

Table 4.3 How often has he /she taken the problems to the council

Response	n	%
Often	28	30.8
Very often	15	16.5
Not at all	47	51.6
Not stated	1	1.1
Total	91	100.0

Source: Field data on service delivery and decentralization, Kabwe December, 2009.

Further evidence shown by the people sampled in the study comes from the fact that the councillor does not represent objectively the people by not holding meetings because they have said that the councillor does not report back to them regularly. Table 4.4 below shows field data on how often the councillor has reported back to the people. The respondents to this question (where n = 91), 45.1% said the councillor reports back “often”, while 52.7% said “not at all”. The majority, representing 52.7%, complained that their councillor does not report back to them. This means that the councillor does not interact with the residents in his ward and hence his role of representation is compromised. In view of the above data, the councillor and the residents are not working together due to the inability of the councillor to take people’s problems to the council and updating them.

Table 4.4 How often has your councillor reported back to you?

Response	n	%
Often	29	31.9
Very often	12	13.2
Not at all	48	52.7
Not stated	2	2.2
Total	91	100.0

Source: Field data of service delivery and decentralization, Kabwe December, 2009.

Overall, therefore, Chart 4A below indicates interesting results regarding how well the councillor is representing the people in his or her ward. In the first place, councillors do not regularly visit their wards and because of lack of visits, councillors, do not hold meetings with the people.

Chart. 4A : Responses on Knowing the local Councillor



Source: Field data on service delivery and decentralization, Kabwe Dec. 2009.

N=225

This means that there is no interaction between councillors and the residents. Because of lack of interaction, the councillor does not visit the communities or have meetings with them to listen to their problems; therefore, the councillor is not known by the people. The study has shown that interaction between councillors and the electorate is very poor because the majority of Kabwe residents sampled in the study representing 59% did not know who their councillor was. The fact that the majority of the people do not know their councillors could suggest that citizens' participation in governance affairs and decision-making process is not there. If the majority of the people as represented by the 59% of the sample and that respondents do not know their councillor then one argues that the citizens are not being given the opportunity to participate in local affairs that affect them. The question one may ask is 'if councillors are representatives of the people, then why are they not seen or known by their own people?'

From the discussion on field data in Chart 4A and Table 4.1, it is clear that councillors should do much more than they were doing at the moment and create an atmosphere of interaction in order to work with the people. Since the councillor is not known by the people due to lack of visits and meetings with the residents, the link between the two is very poor. The lack of interaction explains why the councillors in Kabwe are not known or seen by the people they

represent and this has caused low levels of participation by the people in any of the development programmes, let alone know what projects they were bringing to the communities.

Councillors as legislators have twofold functions in accordance with the Local Government Act of 1991. At the local authority's level, they formulate by-laws and also may make standing orders. Standing orders regulate the conduct or proceedings of the meetings of the Council and its committees to ensure a conducive atmosphere for business, including the co-ordination of work of various committees and the meetings of the Council. Standing orders are rules and regulations by which the council and council staff operate in their day to day running of the local authority. In this regard Standing Orders stipulate ethics and conduct to be observed when conducting council business for councillors and appointed staff of a local authority and, therefore, do not impose any obligation or confer any rights on any persons other than members, officers and employees of the local authority. By-laws, on the other hand, are a civic legislation approved by the minister and stipulate legislation for governing residents and are binding upon members of the public, whether local inhabitants or strangers to the jurisdiction. By-laws constitute what may be referred to as delegated or subordinate legislation. The powers to enact this kind of subordinate legislation are given by the national legislature to the local authorities, as well as public utilities. When giving these powers to local authorities, for example, or in the usage of public utilities such as markets, bus stations etcetera, the legislation always provides for maximum penalty that may be imposed for violating a given by-law. The validity of these by-laws entails that a citizen aggrieved may challenge the validity of a by-law through a superior court. Because of this provision, there are various principles or guidelines that need to be followed when formulating by-laws which are provided for in the Act (Lolojih, 2007). In view of the principles of by-laws, councillors can be deemed as legislators. For example, at Kabwe Municipal Council, councillors, as a legislative body, passed a by-law to avert street vending in the District. This by-law introduced a *Fast Track Court* which became operational in August 2010. Further, the legislative function of councillors is also to enforce by-laws with the help of council police, state police and the judiciary under the laws of Zambia. The introduction of a Fast Track Court has significantly helped the council, especially to clear the vendors on the streets of Kabwe. Those caught selling on the street are charged with an offense and appear before a Fast Track Court presided by the magistrate with his/her jury in the Council Chambers and conducts hearings without adjournments to prosecute the offenders. The magistrate is assisted by Zambia

police officers and council police who are the prosecutors. Those found with offences of street vending are charged a fine of K280, 000.00 and those who fail to pay a fine are given 3 months simple imprisonment. Through this by- law, residents are expected to adhere to the provisions in the legislation. For example, the legislative role of councillors at Kabwe Municipal Council was exercised when the initiative to curb street vendors who were becoming a nuisance came through one of the Council Committees, the Public Health Committee to establish a *Fast Track Court* (Source: Field data from in-depth interviews with Councillor Gerry Chama, FGP chairman at KMC, Kabwe 10th November 2010).

In addition, councillors have the legislative function to safeguard council resources by scrutinizing the utilization of council resources in line with council budget and resolutions. For example, the Statutory Committees of the Council also operates on the same lines like parliamentary committees and exercise the legislative powers given to them. One key example at Kabwe Municipal Council is the Scrutiny Sub- Committee of the Finance Committee which is responsible for Council expenditures of revenues in accordance with council resolutions and operates on the same lines like the Parliamentary Public Accounts Committee (PAC) which is responsible for scrutinizing public expenditures by the Government in accordance with approved government projects. In discharging this legislative function, for example, during the month of November, 2010, the Director of Finance was still serving his suspension from duties due to undisclosed financial irregularities and the Deputy Director was the one running the Department (Source: in-depth interviews with finance personnel, Kabwe 10th November 2010).

The oversight and decision making role of councillors

In this section the researcher analyses the role that councillors play in the process of service delivery with regard to oversight and decision making functions. Councillors, as decision makers, are policy makers (Board of Directors) and provide policy guidance to appointed officials and formulate policies and decisions in the running of local authorities relating to matters of personnel, conditions of service, planning and budgets, recruitments, appointments, promotions and cases of discipline. These functions are discharged through council statutory committees. As supervisors, councillors play the role of oversight over RDCs, help MPs to identify projects with the communities and link communities with the council. The civic year for the council runs for one year from September to August. In September the councillors hold elections and elect the chairman who is the Mayor and the Deputy Mayor. The Mayor, who is chair of the Council,

prepares the civic calendar and sets dates for special meetings such as planning and budgets etcetera. The statutory committees at Kabwe Municipal Council are as follows:

Table 4.5 Statutory Committees at Kabwe Municipal Council

Name of Councillor	Position	Name of Responsible Committee
Councillor Teddy Sinkala	Chairman	Staff Establishment Committee
Councillor Gerry Chama	„	Finance & General Purposes Committee
Councillor Anderson Phiri	„	Public Health & Social Services Committee
Councillor Richard Yumbe	„	Plans Works & Development Committee
Councillor Patrick K. Mulenga	„	Scrutiny Sub-Committee of Finance

(Source: Field data of service delivery and decentralization, Kabwe June 2010)

As can be seen from the Table 4.5 above, it is through these committees that council decisions are made. Some of the decisions that border on policy, such as approval of capital projects or staff training, are taken to the full council for ratification. Other decisions relate to staff establishment and appointments, hiring and firing of staff and promotions through the Staff Establishment Committee. Councillors also participate in the decision making process on financial matters of Kabwe Municipal Council as well as general purposes through the Finance and General Purposes Committee (FGP). The FGP is the committee charged with financial matters and makes decisions such as budgets, expenditures, revenue sources and general purpose related issues (Source: Field data on service delivery and decentralization, Kabwe November 2010). Councillors are also part of decision makers at Kabwe Municipal Council on matters relating to Public Health and Social Services through their membership on the Public Health and Social Services Committee. It was through the recommendation of the Public Health and Social Services Committee that the dissolution of one RDC in Mukobeko was done in December 2009 by the full council. In order to implement this resolution the Mayor of Kabwe led a team of council officials to go and dissolve the RDC in Mukobeko ward. As decision makers they take part in council and committee meetings to formulate policies. The councillors in this regard exercised both the tasks of decision making and oversight responsibility. The Public Health and Social Services Committee also recommended the introduction of a fast track court in August

2010 after they saw the problem of street vending in Kabwe (Source: in-depth interviews with Councillor Gerry Chama, FGP chairman at KMC, Kabwe 10th November 2010).

Councillors also participate in decision making process to plan and approve the works to be carried out by the Council through the Plans Works and Development Committee chaired by a councillor. Lastly, councillors participate in monitoring the budget and expenditures of funds by Kabwe Municipal Council through the Scrutiny Sub-Committee of Finance chaired by a councillor. Councillors sometimes work hand in hand with other committees on related issues to arrive at certain decisions. For example, in one case, through the recommendation of the Scrutiny Sub-Committee of Finance, councillors serving on the Staff Establishment Committee reviewed the operations of the office of Director of Finance and resolved to put him on suspension as a disciplinary case. The Finance Director was serving a suspension in November, 2010 at the time of the study (Source: Field data on in-depth interview with the Chief Accountant at the Council, Mrs Edina Sakala, 12th November, 2010). Councillors are, therefore, involved without exception in the administration at policy level and general operations of Kabwe Municipal Council. Councillors in this regard formulate policies in the council chambers on various issues of development while managers implement the policies. As politicians, councillors make decisions in the light of diverse and sometimes even conflicting demands. For example, Councillor Tasila Hara, coming from Highridge ward together with other councillors in Kabwe Central constituency and working with public health staff at the council during the second week of November 2010, closed down Shoprite which is situated off Freedom Way on the grounds that its ventilation posed a public health hazard to the shoppers. Before many lives were endangered, councillors, as decision makers, moved in quickly and through the recommendation of the Public Health Committee, they ordered Shoprite management to close business to the public until the problem of poor ventilation was addressed. This was after six shoppers had collapsed in the shop during shopping due to poor ventilation of the Shoprite building at the time of the study. This was a commendable decision by the councillors. (Source: in-depth interviews with the Council Public Health Inspector, Miss Samantha Haangala, 12th November, 2010).

In another development, councillors, through the recommendation of the Plans Works and Development Committee, decided to make an appeal to the general public through the Public Relations Manager, Ms Annie Mwinga, to respond to residents demands to improve the surroundings of the Mupapa tree in the Kabwe business centre on Freedom Way (The Mupapa

tree is now a national heritage which David Livingstone, a Scottish Missionary and Arab traders used for trading and as a resting place during their journeys) which is popularly known as the 'Big tree' since people are using it as a place to relax and rest (Source: Muvi TV news, 6th January 2011). Appointed council officials are co-opted on these committees to offer professional advice and guidance to councillors (Lolajih, 2007). The Mayor chairs the full council sittings. Councillors make decisions in the council chamber through the committees. Kabwe Municipal Council has five main committees and one sub-committee that are charged with different responsibilities. The role of councillors on various council committees places them with huge responsibilities to make decisions which are finally taken to full council for ratification. Councillors are also mandated to work closely with the community through WDCs or RDCs and the respective Member of Parliament, because whatever decisions may be taken should reflect people's aspirations. Councillors make proposals of projects in their wards to the council and depending on how articulate the councillor is and also how important the project is may actually receive support from fellow councillors (Source: in-depth interviews with Councillor Gerry Chama, FGP chairman at KMC, Kabwe 10th November 2010). However, the full council exercises full authority on WDCs/ADCs or RDCs and directly supervises them through area councillors. As mentioned already, during the time of data collection for this study in December 2009, problems arose from one RDC in Mukobeko Ward and the full Council resolved to dissolve it.

Councillors' role of oversight refers to the overseer responsibility over all the operations of a local authority. Councillors supervise overall activities of the council in the district which are carried out by appointed officers of the authority. This responsibility, involves among other things, the overall operations of the council through various committees, general policy formulation and implementation of council resolutions and being overseers for all the projects and activities undertaken by the local authority in the district.

In terms of supervising community projects, councillors carry out oversight responsibility by going round in the communities accompanied by professional staff from the Department of Engineering Services to monitor and inspect the projects in the area. Councillors have a responsibility to ensure that funding goes to approved projects because anything that goes wrong, for example, in the usage of CDF funds is an audit query to the council. That is why councillors ensure that projects are carried out. If there is inadequate funding for the project,

councillors, through RDCs, request for additional funding. For example, Bwacha RDC applied for CDF funds in 2010 amounting to K130 million to rehabilitate Bwacha Market but only K47 million was approved (Source: Field data from in-depth interviews Bwacha RDC members, Kabwe, 11th November, 2010). Since the area councillor did not go on site to assess the requirements and come up with an accurate bill of quantity, this led to under estimations in the budget. However, when the District Commissioner (DC) moved in to evaluate, he found that additional K47 million was needed to complete the project. The DC then advised the RDC to apply for additional funding totalling K83 million. The Bwacha RDC committee members complained that the Council had not supported them (Source: in-depth interviews Bwacha RDC members, Kabwe, 11th November, 2010).

In another development the Bwacha RDC members came up with a fund raising initiative by selling burnt blocks from ant-hills but were not supported because all the ant-hills in the area were already taken as they were in peoples' plots allocated to them by councillors. They further complained that they were not getting financial support for administrative costs to run RDC activities and that they were using personal resources to source stationery items such as paper. Bwacha has about 2000 households and qualifies to be an ADC but this has not yet been implemented (Source: Field data from in-depth interviews Bwacha RDC members, Kabwe, 11th November, 2010). However, should any local institution such as WDC or RDC be found wanting, it is the responsibility of the councillor responsible for that particular RDC or WDC to bring to the attention of the full council so that corrective measures are taken. For example, the case involving one RDC in Mukobeko which faced dissolution by the Council in December 2009 is one case in point. This RDC underwent scrutiny by the full council and a resolution was arrived at to dissolve it.

Overall, the study noted that in playing their oversight and decision making rules, councillors were reactive rather than being proactive. In the majority of cases cited in this study, councillors have been seen to take decisions after something had happened which is not appropriate, as some of these problems could cost lives or a wastage of resources. For example, the issue of Shoprite posed a threat to human life and Shoprite management was only ordered to close business after six shoppers had collapsed. In addition an appeal to the public to work with the council to improve the Mupapa tree surrounding was made after the public made demands for its improvement. Another flaw in councillors' performance, relating to oversight and decision

making functions, was when the Mukobeko RDC was dissolved due to non- performance reports. However, the suspension of the finance director was an objective decision that councillors made in their role as overseers and decision makers.

The role of local institutions in service delivery

This section analyses the role of devolved institutions in service delivery in Kabwe. Specifically, these are the Ward Development Committees (WDCs), Residents Development Committee (RDCs) and Community Based Organizations (CBOs) or Area Based Organizations (ABOs). These local community bodies are legally established bodies such WDCs and RDCs under the Local Government Act and operate as autonomous bodies but answerable to the council through their respective area councillors. It is important to give a background of local governance institutions in order to understand the rationale of their establishment.

During the late 1980s, there was deterioration of living conditions in the peri-urban settlements around Lusaka and other cities in Zambia. This was the result of structural adjustment measures and the severe drought of 1991-1992. Inhabitants who were without legal representation in local government were unable to demand basic services to cope with disease, crime, illiteracy, and other life difficulties (World Bank: SD Note No. 97 /October 2004). There was very little change until the time of democratization in 1991 which emphasized on decentralisation of planning and decision-making and strengthening of local government, greater participation, and the creation of an enabling environment for community-driven development. As part of this movement, the Lusaka City Council legalized a number of squatter settlements surrounding the city and in 1994 ordered that a Residents Development Committee (RDC) be established in each settlement as a mechanism for community participation (World Bank: SD Note No. 97 /October 2004). The RDCs, created with the assistance of CARE Zambia's food security programme, PUSH I (Peri - Urban Self-Help, 1991-1994), replaced the old Ward Development Committees, which had functioned as extensions of the ruling political party. The Peri-Urban Self Help Phase II (PUSH II: 1994-1997) ended the food-for-work programme and established the three level local organizations. In addition to the RDCs which were charged with coordinating settlement, efforts were made to improve market facilities, roads, water and sanitation and promote residents participation in economic and cultural activities to ensure women and men received training in monitoring activities. PUSH II set up several Zone

Development Committees under each RDC which were charged to bring grassroots concerns to the RDCs. Both were given legal status of community based organizations (CBOs) known in Zambia as area-based organizations (ABOs). PUSH II also involved these ABOs in rapid assessment of institutions in the area and trained ABO members in leadership skills, community mobilization, and project management (World Bank: SD Note No. 97 /October 2004).

It is against this background that these local institutions, which are operative wings of Kabwe Municipal Council, are constitutionally separate from central government and are responsible for a range of public services to the local communities. In this case local units should be perceived by the citizens as institutions which provide services that satisfy their needs and over which they have some influence. The local body should be autonomous enough to run its own affairs by having its own financial systems such as having its own treasury, budget and accounts along with substantial authority to raise its own revenue. The CDF funds are disbursed from the MLGH through the constituencies to RDCs or WDCs for implementation of various projects at the local level. Further, our focus will be on service delivery in line with the problems facing the communities in terms of poverty, lead pollution, unemployment and general social services such as health, education, water and sanitation and other environmental problems prevailing in Kabwe district. These and many other problems which will be highlighted in the section are the responsibility of the local authority.

Following the closure of the Mine in Kabwe and the concessioning of Zambia Railways, many people lost jobs and this contributed to high unemployment levels and unplanned settlements as alluded to in chapter two. This development was not economically promising for Kabwe and it led to increased poverty levels, and had a negative impact on the environment, as these people went to settle in unplanned locations of Kabwe. As a result, a number of civil society organisations, business houses from the private sector and local and international co-operating partners came on board to supplement the service delivery efforts by the local authority. Some NGOs and CBOs have taken up the challenge in a number of areas such as education, health and environment. Community schools have been constructed, the sick are being attended to through home based care, campaigns against gender violence for human rights protection and educational support for vulnerable children (Source: Field data on in-depth interviews with the Acting Coordinator and Legal Advisor at YWCA, Kabwe 17th December 2009). These supplementary services add to the already existing direct public services provided

through WDCs and RDCs by the council. In this discussion of service delivery and the role of local governance institutions (i.e. WDCs, RDCs and CBOs), it is important to note that these institutions work very closely with NGOs and the communities in which they operate. Due to this linkage, the discussion of the role of CBOs, RDCs and WDCs in service delivery can not completely divorce itself from referring to some NGOs. Without the close link and partnership, service delivery through local institutions is compromised, as will be seen later in the discussion.

Ward Development Committees: Having discussed the problems that surrounded Ward Development Committees in the history of local government system in Zambia, it is prudent to discuss their nature and operations in Kabwe. In Kabwe, there are twenty five (25) Ward Development Committees; and these are, according to Council managers, not fully operational. Ward Development Committees (WDCs) are legally established to foster service delivery in order to bring development to the communities within their jurisdiction. Ward Development Committees work with local enterprises known as Community Based Enterprises (CBEs) to bring services to the local communities. The Community Based Enterprises (CBEs), as initiatives of the communities through partnership with the council, provide services such as garbage collection and clearing of drainages in the communities. Services provided by CBEs come through memoranda of understanding (MOUs) to provide services such as, roads, water and sanitation, markets maintenance, construction of community police offices, bridges, among others, to the local communities with the help of constituency development funds (CDF) administered through the area member of parliament and working with WDCs. Mr Joseph Kayombo, who is a community development specialist and acting Director of Public Health and Social Services, noted the inadequate financing of CDF by the government and said;

“...since there is inadequate financing from Kabwe Municipal Council for council projects, CDF funds should be looked at again. There is need to sit with WDCs because it appears councillors were being forced to take development to the people. Though rarely there has been some effort in business areas such as sweeping the streets, unblocking of drainages / storm water drainages, cleaning the alleys”. (Source: in-depth interviews with council managers, Kabwe 17th December, 2009).

Through the use of CDF funds, WDCs that are active and committed to development are able to bring development in the community. WDCs work with the community to raise funds and work with councillors who lobby for funds using project proposals. The operations of WDCs have been hindered due to a number of factors and one outstanding constraint is inadequate funding. Council managers also were of the same views that where CDF funds have been accessed,

service delivery improvements have been seen. For instance Katondo peri –urban area has shown some improvement because it receives CDF funds. For example, a market in Katondo was constructed using CDF funds. Mr Kayombo who was cited earlier observed that:

“... in low density areas, for example, since 1991, the Council used to develop road networks in peri-urban areas, serviced markets constructed under self-help and provided clean water in order to upgrade unplanned settlements, while the medium density areas did not receive much development. Unfortunately, a lot of services are being withdrawn and vandalism is on the increase. In addition, market structures have run down due to lack of maintenance. Generally, there is a negative trend especially in the conventional areas and high density areas although efforts have been made towards improvement of roads and markets. The ZCCM-IH has put up public information centres in Makululu and Katondo compounds and the district on the whole needs rehabilitation of street lights”. (Source: Field data from in-depth interviews with council managers: December, 2009).

Despite the lack of funding as a major constraint to service delivery, the local authority, through WDCs on the other hand, had been partnering with the communities to provide services but at a level that is not quite significant to make an impact on service delivery. Although the managers have observed the lack of funds as a major contributing factor to poor service delivery, there are other constraining factors for the local authority such as lack of technical capacity in terms of skills and equipment, as shown in chapter three (Table 3.3). In view of these constraints, it is a problem for the council, through WDCs, to provide leadership skills for entrepreneurship training and project management to the local communities. This agrees with the majority of the people representing 50.2 % who have said that the council lacks finances, manpower and equipment (Field data: Table 3.3 in chapter three).

In Kabwe some of the WDCs that were still active have been working with the communities and coming up with projects in an effort to provide public services. The active WDCs have endeavoured to uplift the living standards of the local residents. Although council officials have said that WDCs were not fully operational in Kabwe, the respondents sampled in the study showed some level of activity by WDCs in the communities. For example, in table 4.6 below, 39.2 % of people sampled in the study said that WDCs have not done any projects and 24.5% did not know what WDCs were all about, while 27.9% were not sure. As can be seen from field data in table 4.6, WDCs have done works on the maintenance of the maternity ward at

Kabwe General Hospital, carried out sensitisation of the community on various issues, cleaned and made drainage system, represented the community and rehabilitated roads.

Table 4.6 What projects have been done by WDCs

Category label	Count	Pct of Cases
None	80	39.2
Don't know the WDCs	50	24.5
Not sure about their work	57	27.9
Not seen the importance of the committee	1	.5
Maintenance of maternity	2	1.0
Sensitisation of the community on various	7	3.4
Maintenance of the market	1	.5
Cleaning and making drainage system	9	4.4
Representing the community	2	1.0
Rehabilitation of the roads	1	.5

N = 204

(Source: Field data from households sampled in Bwacha, Makululu and Highridge, Kabwe 13th-17th December 2009).

However, the general perception is that WDCs have not done more to bring any projects to their respective wards. This perception came out very strongly from the views of sampled respondents for this project. As table 4.6 above shows 39.2% indicated that WDCs have not done any projects in their area, while 24.5% of the respondents said they did not know what WDCs are. Of the total respondents, 27.9% were not sure about their work. These percentages on the whole represent 91.6% of the people with no knowledge about the projects done by WDCs or their existence. Some people said that they did not see the importance of the WDC. Even if the council officials have said that they work with the communities through WDCs, it is quite apparent that these WDCs are a “white elephant”. There is no strong link between WDCs and the local residents which ends up in poor service delivery and lack of citizens’ participation in the decision making process of the affairs that affect them (Source: Field data from households sampled in Bwacha, Makululu and Highridge, Kabwe 13th-17th December 2009).

Residents Development Committees - The RDCs are by and large community driven structures unlike WDCs. The latter usually politicised and, therefore, tend to be dysfunctional, while RDCs are well placed to enhance community participation in the delivery of services at the

local level. There are 56 RDCs actively operating in Kabwe (Source: interviews with council managers, December, 2009). Kabwe Municipal Council provides a range of services as mandated by the Act. The council managers said that the type of services that the council delivers with the help of RDCs are; collection of refuse, garbage, once in a while in the markets, water and sanitation drainage system, grading the roads and parching up potholes. Further, there are other specific projects which are done through the RDCs. For example, some community initiatives to improve people's living conditions under the housing project spread in all low, medium and high cost areas. For example, the Bwacha RDC has been helping the communities to improve their housing conditions through various initiatives such as block making using the soil material from ant-hills. This is in agreement with what the respondents sampled in the study as shown in table 4.7, representing 7.4% and 1.0%, who said that RDCs facilitate development and help residents respectively. In addition, the Acting Chief Community Development and Settlement officer, Mrs Rebecca Museteka, also said that the council works with RDCs which connects the local communities to the local authority. For example, the Katondo Luansanse RDC has eleven committee members and it liaises with the local council on development programmes. The Committee also oversees a Community Based Enterprises (CBEs) which has partnered with the council in solid waste management. They are pioneers in keeping the environment clean and solicit projects for women groups. They also assist the local communities by preparing recommendation letters to donors for needy children seeking financial support (Source: interviews with focus group from Katondo Luansanse RDC committee, 10th November, 2010). As can be seen in table 4.7 below, the respondents sampled in the project indicated that some of the services and projects RDCs were doing in the area were; repairing roads, unblocking of water pipes, helping residents, collecting money for better TV, facilitating development and disseminating information. Other services are; providing food for work to the vulnerable, improving drainage systems and sanitation in the area. In Table 4.7 below, 40.2% of the respondents had "no idea" about the role played by RDCs, 18% said there was "no need for RDCs", while, 11.8% said RDCs "collect money for better TV".

Table 4.7 What role do RDCs play

<u>Category label</u>	<u>Count</u>	<u>Pct of Cases</u>
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No idea	82	40.2
Renovation of roads	13	6.4
Repair and unblock water pipes	5	2.5
Helping residents	2	1.0
Representing people	15	7.4
They collect money for better TV	24	11.8
No need to have RDC's	38	18.6
The executive don't make an effort to me	2	1.0
To facilitate development	15	7.4
Dissemination of information	14	6.9
They just discuss but show no action	1	.5

N = 204

(Source: Field data from households sampled in Bwacha, Makululu and Highridge, Kabwe 13th-17th December 2009).

The residents' perception of the poor role that RDCs are playing seems to be in sharp contrast to that of council officials who have said that they work closely with RDCs in communities. Table 4.8 shows, 76.7% of the respondents sampled in the study said that they did not know of any projects done by RDCs in their area. However, the Bwacha RDC committee members said that some of the community based organisations have come to partner with them in their community and worked with the youth, although sometimes some organisations have come to work in the communities without the consent of RDCs.

Table 4.8 What have RDCs done in your area

Category label	Count	Pct of Cases
Doesn't know of any	148	76.7
They have worked on the roads	11	5.7
Repairing water pipes	6	3.1
They provide food for work to the vulnerable	4	2.1
Collecting money for better TV	9	4.7
Sensitization	15	7.8
Drainages have been renovated by them	6	3.1
Improve sanitation	1	.5

N = 193

(Source: Field data from households sampled in Bwacha, Makululu and Highridge, Kabwe 13th-17th December 2009).

For example, YOCUPA (Youth Cultural and Promotion Association) which is a community driven initiative, has worked in Bwacha in HIV/AIDS interventions, while NSHINDO, which is also a community based initiative, organised a five day workshop and trained the youth in agriculture and sent some of them to Kenya for training in youth empowerment skills (Source: Field data from focus group discussions with Bwacha RDC committee members, 11th November, 2010). Council officials said that there were 56 RDCs operating in Kabwe. The claim by officials, however, cannot be reconciled with the views of the residents, considering that there are 25 wards and two constituencies in Kabwe district. If the majority of the people are able to say that they were not aware of anything that the RDCs were doing in their area, then the explanation is that RDCs are not playing their role resulting in people not participating in the local affairs that affect them. It can, therefore, be concluded that there is no significant involvement or interaction between RDCs and people in the communities. This can be attributed to poor leadership and the weak link between RDCs and the council.

Community Based Organisations (CBOs) - Community Based Organisations are organisations or community groups that serve the common purpose of development in the community. Community Based Organizations initiate projects in the communities in which they are to bring about development and uplift the living standards of the people. In Kabwe some of the projects done by the Council through CBOs are the Kasamuna Goat Rearing Project in Kasavasa and Munyama areas and the Kabwe Open Community Schools in Makululu compound. Others are Nyenyezi Community Schools located after Mukobeko Prisons. Further, one prominent CBO, the Nshindo Foundation which has signed a Memorandum of Understanding with Kabwe Municipal Council is involved in the empowerment programmes for the women in Bwacha , Ngungu and Natuseko compounds. However, Mr Kayombo, the acting Director of Public Health and Social Services at Kabwe Municipal Council complained that:

“...some of these CBOs and NGOs do not involve council when they are initiating the projects. They only run to council in times of problems such as when goats are dying and request the council to intervene. Council should be involved with NGOs from the onset so that they are able to help on leadership training and entrepreneurship. In this way they will be able to account for funds”. (Source: in-depth interviews with acting Director Public Health & Social Services, 13th October 2009).

As is the case with WDCs and RDCs, while the council officials claimed that these local institutions were active in communities, they also said that CBOs were operating projects in communities although, in most cases, with little or no supervision from the council. However, contrary to this claim, the residents' perception of CBOs is different. For example, as Table 4.9 below shows, 77% of the residents sampled in the study said that they did not know of any projects done in their area by CBOs or NGOs. The explanation for this is due to the poor link and uncoordinated supervisory role of WDCs and RDCs over CBOs and hence affecting even the performance of NGOs. CBOs are legally established Area Development Organisations which are supposed to partner with Kabwe Municipal Council to do community driven projects. In this regard councillors who are supposed to be a link between the communities and the council have not performed their role as representatives of the people.

Table 4.9 Projects done by CBO's/NGO's

Category label	Count	Pct of Cases
Doesn't know of any	67	77.0
Providing food to the vulnerable	1	1.1
Distributing mosquito nets	1	1.1
Putting up an orphanage	1	1.1
Mending roads and cleaning roads	2	2.3
Building schools	2	2.3
Giving to the people	9	10.3
Help prisoners	1	1.1
Sponsoring children to school	2	2.3
Setting up youth centres	1	1.1
Condom distribution	1	1.1
Empowering women for business purpose	2	2.3
They have done a lot	2	2.3
Chlorinating the wells	1	1.1

N = 87

(Source: Field data from households sampled in Bwacha, Makululu and Highridge, Kabwe 13th-17th December 2009).

As can be seen from table 4.9, the respondents who were able to recognize the valuable role played by CBOs representing 10.3% said that these Organizations are serving the people. From

the findings people tend to associate themselves with institutions that address their concerns and needs.

Other CBOs that have partnered with the council and signed memoranda of understanding (MOUs) are Nshindo Foundation who are empowering the women, BAHATI project in providing adult education and pre-school and these are on-going projects in the district. In the past, the Council worked with Peri-Urban Self-Help (PUSH) and constructed some roads in unplanned settlements. Roads were worked on in Makululu, Katondo, Kawama, Makoli, Shamabanse and Kaputula settlements (Source: field data from in-depth interviews with acting Director Public Health & Social Services, 13th October 2009). Those that have come in to supplement the local authority's efforts in service delivery are Community Based Organisations such Peri-Urban Self-Help (PUSH), Women in Action, PUSH Kambilombilo, Christian Youth Mobilization (CYM), operating in Kabwe to mention but a few (Source: field data from in-depth interviews with the Chief Settlements Officer at Kabwe Municipal Council, 13th October 2009).

Non Governmental Organizations – Locally Non Governmental Organisations (NGOs) are non government driven organizations that are registered under the Societies Act of the Laws of Zambia. Others are International NGOs which are registered with the Societies Act. They operate as partners in development to supplement government efforts with specific objectives to address identified community needs and provide the necessary services. Kabwe Municipal Council has generally enjoyed a good amount of support coming from NGOs in service delivery. Sometimes public officials and administrators simply are unable, or unsuited, to providing certain services effectively or efficiently. The council officials expressed happiness about the goodwill of civil society organisations in trying to uplift the living standards of the communities in Kabwe. A number of NGOs have engaged themselves in community works in health, education, girl child, environmental issues, and advocacy in human rights, HIV/AIDS interventions, water and sanitation in order to supplement efforts of the local authority. Some of them have, for example, built community schools, others are championing advocacy against gender violence and other human rights violations affecting the vulnerable groups. NGOs also propose projects and are through the councillor, given CDF funds which are audited once per year by external auditors from the MLGH through the Auditor General's Office. Some of the specific projects done by these NGOs are; FAWEZA which is involved in

sponsoring children, especially the girl child who are vulnerable or have dropped out of school by offering them scholarships and putting them in school; Faith Based Organization and SWAZI in HIV/AIDS interventions; Action on Disability and Development (ADD) deals with the disabled officers from the Mines. Others are ZINADO which also deals with disabled women; PUSH have taken up the maintenance of office structures; CARE International have been helping the communities by supporting them with building materials for the construction of community schools in Kabwe. Further, the Women Aglow have embarked on the lead pollution mitigation program in partnership with the local authority and the communities around the canal which is highly polluted with lead by planting *moringer* trees, a vegetable which has medicinal properties and under the same project they also plant *kapinga* grass to reduce on lead pollution. Another NGO helping children is Children in Crisis which is working on play parks for the children. The YWCA engages in advocacy campaigns against gender violence and supports orphaned school children by distributing books to these children in community schools. YWCA also works with the local authority to do march pasts and hold functions at the Civic Centre at no cost. Other projects done by NGOs and the private sector are Kalukungu market which was constructed by the Rotary Club. Others who have partnered with the Council to provide services such as water are Water AID and PLAN International by providing funds and training and implementation of certain projects (Source: Field data from in-depth interview with the PLGO, Council managers, 17th December 2009).

As was the case for CBOs, the perceptions of the residents on the role of NGOs, table 4.10 below shows that NGOs have also played the role through the following projects; building community schools, mending damaged roads and cleaning of roads, provision of funds to the public, sponsoring vulnerable children to school, giving loans to people, supplementing the efforts of government, clearing of the drainage systems, liaising with the council for better services, helping prisoners , funding the youth, helping the sick (home based care) and distributing mosquito nets.

Table 4.10 NGO or CBO operating in community

Category label	Count	Pct of Cases
Not sure of their existence	19	30.6
Doesn't know what an NGO/CBO is	5	8.1
FAWEZA	3	34.8
CARITAS ZAMBIA	1	1.6
PUSH KAMBILOMBILO	1	1.6
FINCA	2	3.2
HOME BASED CARE	20	32.3
FAITH BASED ORGANISATION	10	16.1
CHRISTIAN YOUTH MOBILIZATION (CYM)	4	6.5
WORLD VISION	3	4.8
JICA	5	8.1
CATHOLIC CHURCH	5	8.1
CHANGES 2	4	6.5
HOPE	1	1.6

N = 62

(Source: Field data from households sampled in Bwacha, Makululu and Highridge, Kabwe 13th-17th December 2009).

It can be seen from field data in table 4.10, few NGOs have shown significant impact on the communities in Kabwe district. For example, from the findings relating to social services such as health care and education, 32.3% knew about the existence of Home Based Care, 34.8% were aware about FAWEZA, and 16.1% knew about Faith Based Organization, while 8.1% knew about JICA which is an International Agency from Japan. The findings show that 30.6% of the respondents were not sure about the existence of NGOs in their area. However, 8.1% knew about the Catholic Church. The Kabwe NGO Forum helped the community, with assistance of UNICEF, to start Lufutuko Community School in Mukobeko in 2006 (<http://zambinewsfeature.com/weblog>). The NGOCC based in Kabwe coordinates NGOs in Eastern and Central provinces. Young Women Christian Association (YWCA), A Safer Zambia (ASAZA) involved in stop abuse advocacy, SWAZI in HIV/AIDS interventions. Others are CAF under SDA church which is a faith based organization and Girl Guides. (Field data from interview with the Acting Chief Community Development and Settlement Officer, Mrs Rebecca Museteka, Kabwe December 2009). Council officials' were appreciative of the role played by NGOs in Kabwe and described the relationship between NGOs and the Local

Authority as cordial. As can be seen from table 4.10, residents sampled in the project were of the same perceptions that some NGOs in Kabwe were contributing to the service delivery in the communities. Those cited as operating in Kabwe were; Forum for African Women Educationalists of Zambia (FAWEZA), Caritas Zambia - a Catholic NGO helping the needy. Others are Home Based Care, Faith Based Organisation, World Vision, Catholic Church, Changes 2, Hope and the Foundation for International Community Assistance (FINCA). FINCA is a micro financing International NGO which offers three types of credit products, which include individual, solidarity and village banking loan products for urban and peri-urban markets for working capital and business improvement. In Kabwe FINCA has a borrowing clientele' ranging from single mothers; those caring for orphans who have lost parents due to HIV/AIDS. Their businesses include selling food crops, groceries, second hand clothes, charcoal, poultry and other goods, running make shift restaurants, and other small enterprises (<http://www.finca.org/site/c/>).

From the findings of the study, it can be concluded that, the services provided by these NGOs operating in Kabwe were not sufficiently widespread across the town and this could be the reason why most people were not aware of the existence of these organizations and the services they provide. As already pointed out, some of the NGOs such as FAWEZA, Home Based Care and Faith Based Organizations are known by the majority of the people because of the nature of their services, as people have direct benefits such as health, education which are easily accessed by vulnerable people and they provide these services right at their door steps in the communities in which they live. It is worth noting that some CBOs have operated like NGOs because of the nature of services they offer and it is sometimes difficult to draw a line between NGOs and CBOs.

Institutions Partnering with Kabwe Municipal Council - Kabwe Municipal Council has also contracted other institutions and cooperating partners in their effort to provide the wide range of public services as mandated by the government through the Local Government Act. For instance, the Netherlands Government, contracted by the council have partnered with the local authority in solid waste management while GTZ supplements local authority's efforts in the energy sector and trains the youth to make braziers and ovens for the vulnerable in the communities. The Netherlands government is also working with Kabwe Municipal Council to mitigate the impact of lead pollution in Kabwe through the sensitisation campaigns and

planting of *moringa* trees. It has also signed a four years project with KMC in solid waste management (Source: Field data from in-depth interviews with Council managers, 16th December 2009).

Kabwe Municipal Council has contracted Lukanga Water and Sewerage Company to provide clean water and sanitation services to the residents of Kabwe. Another institution is ZCCM Investment Holdings which has helped to rehabilitate the central business park in town and constructed three public information centres. It has also rehabilitated water infrastructure in the lead polluted areas of Kabwe. ZCCM Investment Holdings also built a Community Centre in Zambezi Ward in Makululu compound and is supporting empowerment programmes through working with women groups. Following some concerns which were identified in Phase I of the water reticulation project in Zambezi Ward, ZCCM-IH was doing Phase II to re-pipe the water system using steel pipes to replace the polythene pipe which caused a lot of leakages.

Government institutions such as Prisons and the Army have also been called upon to assist in disaster situations. They have also been working with the Council to clean up the streets all the time. Zambia National Service is another government body that has assisted Kabwe Municipal Council. They provide the local authority with equipment for road maintenance works. The Zambia Council for Social Development had already signed an MOU with Kabwe Municipal Council at the time of the study to empower women council workers.

Conclusion

In conclusion, the findings show that to greater extent councillors in both Bwacha and Kabwe Central constituencies have not delivered on their promises in all the four areas of responsibilities i.e. as representatives, decision makers, legislative body and overseer responsibility. As representatives they have not done well because people representing 60% do not know their councillors, neither do they have any knowledge about NGOs/CBOs or WBCs/RDCs which they supervise.

Some of the projects which come to communities are initiated by NGOs which specifically address the real needs of the communities. The problem for the Local Authority is to establish, through local institutions, clear channels of information flow between the Local Authority and the people, especially through institutional structures such as RDCs and CBOs which are people driven. From the findings of this study, RDCs appear to be more community driven than WDCs which tend to be political. That is why NGOs, like the Forum for African

Women Educationalists of Zambia (FAWEZA) or Home Based Care, are known by the people because of the social services they provide, such as education and health.

As decision makers the councillors have not performed well because people are not well informed about what council resolutions have been arrived at and what kind of developments are to be implemented for the communities. As decision makers, councillors have not done well, since for instance, people do not know about the existence of council meetings that are open to the public and also the decisions of the council have not been communicated to the people or, let alone, reporting back to the people. As a legislative body councillors have not done well to sensitise the residents in Kabwe on the existing laws as they expressed ignorance about the existence of local government regulations or bye-laws applicable in their jurisdiction. Only council officials such as Health Inspectors referred to non- smoking regulation, and also the Chief Fire Officer at the Fire Brigade who referred to the fire services regulations of the Act Cap 281 Section 107 Local Administration Fire Services Regulation of 1991 and the Statutory Instrument No 121 of the Fire Services Regulations. Perhaps in this regard councillors have done well, especially concerning the establishment of a Fast Track Court through a bye-law on the Nuisance Act with regard to street vending. Street vending, apart from it posing a health hazard, is illegal by law.

With regard to the oversight responsibility, councillors have not done well because people have complained that the council is not doing anything and have blamed central government. Further, RDC members have also complained that they have not received any support from their councillors. This means that the link which is meant to facilitate development in the communities is compromised. Some residents have called for the firing of councillors who are not performing. On the whole, local government officials in the District and civil society have rated the performance of councillors at 50% performance.

On the role of local institutions such as WDCs/ RDCs working with CBOs and NGOs including international interventions play a critical role in enhancing service delivery, it is quite evident from the discussion in this chapter that service delivery has been marred by an invisible hand of centralised government control through key Actors such as MPs, PLGO's office, the District Commissioner and sector ministries at local government level. The PLGO's office and District Commissioner are directly supervised by Cabinet office and Office of the President respectively. In spite of the reforms to try and decentralise the local government system,

national politicians in government have deliberately usurped power and maintained it from the centre.

It is, therefore, ironic to preach about decentralising local government system while at the same time they are not willing to devolve power to local authorities. The dual system referred to by council managers in fact promote centralization of power. The practice of having resolutions and certain policies emanating from the local authority to be approved by cabinet is retrogressive to principles of decentralization. Important guidelines such as bye-laws should not be approved by the minister as this only strengthens central- local control. Such bye-laws generated by the local authority should be done in consultation with independent bodies such as civil society organisations, for instance, the labour movement or the Law Association of Zambia (LAZ) solely for the purpose of determining whether the bye-laws are in conflict with the national legislative laws. The ultimate approval should be the preserve of the local authority in a given area of jurisdiction.

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CHAPTER FIVE

CONCLUSION

This concluding chapter summarises the empirical data from the study of service delivery by Kabwe Municipal Council. In doing so, the chapter examines the extent to which the findings answer the objectives of the study set in the introductory chapter. The findings on administrative, financial and technical capacity of Kabwe Municipal Council indicate that the Council has inadequate capacity to attain satisfactory public service delivery. The assessment of the capacity of Kabwe Municipal Council shows that in the first place, administrative capacity at Kabwe Municipal Council is lacking in terms of required qualifications in the Establishment at the level of Director in the two departments namely; Finance and Public Health & Social Services. In addition, the posts of deputy director of public health, deputy director of social services, deputy director physical planning and deputy director socio-economic planning are all vacant. Consequently, the administrative structure at that higher level is in a skeleton state and, therefore, which makes it practically impossible to efficiently and effectively marshal human, material and financial resources for the local authority to bring about satisfactory public services. Administrative capacity is the starting point as planning, management and application of resources is the responsibility of administrators.

The financial capacity for Kabwe Municipal Council is weak in many areas. This includes the weak financial management systems being used at the council, weak internal revenue base or capacity to mobilize own resources, poor external revenue source or government financial support. The study revealed a weak financial management systems on record keeping, delayed preparation of financial statements in readiness for external auditors, inadequate government budgetary support through grants, lack of financial transparency for public scrutiny or research etcetera. Lack of transparency on financial records, as provided for in the Local Government Act, is a flaw because the Council is not subjected to public scrutiny which is an incentive for the public to hold the Council accountable. One significant weakness of the Council on financial management systems is that the Finance Department is not proactive in ensuring that the necessary measures are put in place in line with financial regulations, rather than reacting to audit queries. For example, the debt collections manager and his team at Mulungushi Motel were recruited following queries in the Auditor General's

Report. Apart from the weakness regarding financial management, the Council has a weak internal financial base. For example, the Valuation Roll of property rates was only revised in August, 2008 and the last one was done in 1994. This means that the Council was raising its internal revenue by charging old property rates of the 1990s. Other losses of revenue are receiving grants in lieu of rates which indicate outstanding payments which government owes the Council. Delays in settling outstanding rates by the government affects the revenue base of the Council. External revenue for the Council is weak as government subventions in 2010 amounted to a total of K1.4 billion. An average of 4.5% of national budget allocated to local government support is insignificant considering the 72 districts that have to benefit from it.

In terms of technical capacity of available skills, a lot of positions of specialised staff are vacant. For example, the Public Health Department has nine vacant positions for health inspectors and one vacant position of a senior health inspector. There are only three filled positions of health inspectors at the station who cover the whole district. The problem of lack of technical skills also applies to other departments. Under the Engineering Services Department, the Electrical Section has only one qualified electrician, the Buildings Section has only one buildings inspector, and Fire Services Section Establishment has 38 qualified firemen with six vacant positions. However, with respect to fire services it was strongly recommended that three new fire sub-stations be established because there is only one Fire Brigade Station in the District. The newly Restructured Planning Department has only one planner who is also the Director. The Planning Department has vacancies for the two deputies and ten planning officers. The Computer Unit has only one qualified IT person who is the Manager for the unit. The Roads Maintenance Section under the Director of Engineering Services and his deputy has only one qualified road foreman and the required number of foremen is four to cover the whole district.

The lack of equipment which also constitutes technical capacity poses a problem for the local council to deliver satisfactory public services in Kabwe District. The Council has only one grader while other essential road maintenance equipment are not available. At the Fire Station, Kabwe district would require one ambulance, three water tenders or fire engines, one pump escape, three foam tenders, one general purpose tender, one turn table ladder, one hydraulic platform, one water buzzer, one horse laying lorry (truck) and one decontamination unit. The only available equipment at the fire station is one water tender. The people of Kabwe

have complained that the local authority lacks equipment financial resources and qualified manpower. Administrative, financial and technical capacities are intertwined. Service delivery is attained by the application of all the three dimensions of capacity. For example, a local authority with administrative and technical capacity in the absence of financial capacity can still fail to deliver public services due to lack of finances. The capacity to deliver appropriate public services is threefold. A local authority with administrative capacity, but if it lacks financial resources and equipment, cannot provide the required services. On the other hand, a local authority can have the financial resources and the equipment, but in the absence of administrative capacity and expertise, it can still fail to deliver the services. From the discussion above, Kabwe Municipal Council lacks all the three dimensions of capacity to effectively and efficiently provide public services. That is why apart from the research findings at the local authority, most of the people that were sampled in the study said that the Council lacks qualified manpower, equipment and finances.

The findings on the role of elected officials show that councillors, to a greater extent in both Bwacha and Kabwe Central constituencies, have not delivered on their promises in all the four areas of responsibilities i.e. as representatives and legislators and also with regard to oversight and decision- making functions. As representatives they have not done well because people representing 60% did not know their councillor or having any knowledge what NGOs/CBOs or WBCs/RDCs have done the in the communities. Representation of communities is lacking because these same councillors intimidate RDC members instead of working with them. They are supposed to co-operate with the residents in their respective wards and not to intimidate them. Apart from intimidating RDCs instead of representing the communities through RDCs or WDCs, the majority representing 72% of the people do not know what their councillor presented to the council since they elected him or her in 2006. This is a significant problem for the local authority because Kabwe residents that were sampled in the study stated that people were not being properly represented as they should. The lack of interaction explains why councillors in Kabwe are not known or seen by the people they represent and this has caused low levels of participation by the people in any of the development programmes or let alone know what projects they were bringing to the communities. That is why people expressed ignorance about what roles, projects and activities were being done by councillor-led RDCs and WDCs in their respective communities. WDCs

and RDCs are local institutions that councillors have to use for their legal obligation to bring development to their communities. In addition, councillors have failed in the representative role. The people said that WDCs have not done any projects in their area and they did not know the role played by RDCs. If people do not know the role of RDCs in their communities, then one wonders what representative role the councillors are playing. Further, 76.7% of the respondents said that they did not know of any projects done by RDCs in their area. This is a situation of great concern because people do not know what RDCs are doing in their area which shows that the councillors are not representing the people as mandated. Through these local institutions, councillors lobby CDF funds, through their MPs to bring development to their constituencies. Similarly, 77% of the residents said that they did not know of any projects done in their area by CBOs or NGOs. Due to the poor representative role by councillors, people do not know what projects the CBOs/NGOs have done in the area. CBOs, being legally established institutions, partner with Kabwe Municipal Council and sign Memorandum of Understanding (MOUs) to do community driven projects. In this regard, councillors who are supposed to be a link between the communities and the council have not performed their role as representatives of the people. Councillors as representatives of the people are supposed to facilitate cordial relationship between the people and the Council by working with CBOs, RDCs or WDCs and provide entrepreneurship training, leadership skills and project management for the women and the youth in the communities. Representative role also entails taking problems of the communities to council and reporting back on the resolutions taken. In terms of how often the councillor has taken the problems of the people to the council, the study shows that majority of the people (51.6%) said that the councillor has not at all taken the problems to the council. This means that the council is not aware of peoples' problems which have to be attended to. From these data, the councillor is not bridging the gap between his/her communities and the council. The problems taken to the council should also be presented by articulating them properly to the council. Further, councillors are also supposed to report back to the people on council's resolutions to the problems and what it was doing for them. The majority, representing 52.7%, complained that their councillor does not report back to them. This means that the councillor does not interact with the residents in his constituency and hence his role as a representative is compromised. In view of the above data, the councillor and the residents are not working together. Consequently, the blame for poor service delivery is put on

the local authority when in fact it is sometimes due to lack of effective representation by councillors. As representatives, councillors have not performed well. As a result people are not well informed about what council resolutions have been arrived at and what kind of developments are to be implemented for the communities.

As a legislative body councillors have not done well such that the residents in Kabwe expressed ignorance about the existence of local government regulations or by-laws applicable to Kabwe. Only council officials such as Health Inspectors referred to non-smoking regulation, and also the Chief Fire Officer at the Fire Brigade who referred to the fire services regulations of the Act Cap 281 Section 107 Local Administration Fire Services Regulation of 1991 and the Statutory Instrument No 121 of the Fire Services Regulations. Perhaps in this regard councillors have done well, especially concerning the establishment of a Fast Track Court through a by-law on the Nuisance Act with regard to street vending.

The overseer and decision making role of councillors has also not been discharged properly. For example, the study shows that as an overseer responsibility, councillors have not ensured that people are aware of the existence of council meetings that are open to the public and also the decisions of the council have not been communicated to the people they represent. As overseers, councillors have not done well because people have complained that the council is not doing anything and have blamed central government. Further, RDC members have also complained that they have not received any support from their councillors. The failure in oversight responsibility by councillors means that they have not sustained the link which is meant to facilitate development in the communities. The decision making function of councillors is not fully discharged. For example, there are many vacant positions in the administrative ranks at Kabwe Municipal Council, especially at deputy director level and also middle level staff in the technical and professional ranks. There are many vacancies of health inspectors, firemen, road foremen, buildings inspectors, electricians, audit staff and planning officers waiting to be filled but the Staff Establishment Committee has not been able to fill up these vacancies. The councillors have even failed to hire on a temporal basis. These and many other administrative weaknesses have consequently stalled service delivery by the local authority in Kabwe. On the whole on a scale of 1 to 10 local government officials in the District and civil society have rated the performance of councillors at 5 or 50% performance.

The findings drawn from field data on the role of local governance institutions, CBOs and NGOs, partnering institutions, including international organizations in enhancing service delivery, have shown that it is quite evident that service delivery has been marred by an invisible hand of centralised government control through key Actors such as MPs, PLGO's office, the District Commissioner and sector ministries at local government level. The PLGO's office and District Commissioner are directly supervised by Cabinet office and Office of the President respectively. In spite of the reforms to try and decentralise the local government system, national politicians in government have deliberately usurped power and maintained it at the centre. It is, therefore, ironic to preach about decentralising local government system while at the same time being unwilling to devolve power to local authorities. The dual system referred to by council managers in fact promotes centralization of power. The practice of having resolutions and certain policies emanating from the local authority to be approved by cabinet is retrogressive to principles of decentralization. Approval of important guidelines such as bye-laws by the minister has only strengthened centralism and political control. Such Bye-laws generated by the local authority are meant to be independent and can only be applied to the jurisdiction in which the local authority operates. NGOs, CBOs and other partnering organisations are trying to help mitigate the sufferings of the residents in Kabwe. People sampled in the study were able to mention NGOs, and Faith Based Organizations as being helpful because these organizations have brought their services at their door step. It can, therefore, be concluded that most of these organizations are genuinely interested in helping the communities in supplementing the efforts of the Council. Kabwe Municipal Council has suffered many setbacks due to inertia of councillors who are unable to, among other things, make important decisions for the council, represent the people properly, oversee and coordinate RDCs/WDCs and CBOs, to bring development to their constituencies. They have failed to articulate issues in the council chambers. At the national level, Kabwe Local Authority has not been given the autonomy to maximise local initiative because of central government interference. For example, the District Commissioner intervened in an issue of Bwacha RDC which was denied additional funding from CDF resources to rehabilitate Bwacha Market, a matter which should have been resolved by the area Councillor, Bwacha MP and the Council. Some civil society organizations that are on the ground, the labour movement or the Law Association of Zambia (LAZ), have distanced themselves in matters of service delivery in

Kabwe. Only few are active such as YWCA, FAWENZA, FAITH BASED ORGANIZATIONS, NSHINDO, WOMEN AGLOW have come on board in the area of education, health and social services, sensitization campaigns on gender violence, HIV/AIDS, lead pollution, youth and women empowerment programmes, community schools which RDCs and WDCs have failed to participate in. Contrary to what council officials said about working well with civil society organizations and that the Local Authority had signed Memoranda of Understanding with some of them, the perception of the majority of the respondents sampled in the project said that they were not aware about the existence of NGOs. The empirical data show that the civil society organizations are not doing very well in the communities in which they are operating. In view of the above observation, it is, therefore, in order for the Government to put in place the NGO Bill which is now law to monitor what these NGOs are really doing for the people. NGOs in particular get their financial support mainly from donors or other well-wishers. CBOs, on the contrary, usually get funding from local initiatives and sometimes CDF funds through the area member of parliament. These resources are sometimes mismanaged by NGOs. In view of financial mismanagement by NGOs, the researcher strongly supports the 2009 government's proposal of the NGO Bill. Donor funds come from tax payer's money and should be used for intended purposes. The civil society organizations tend to come out very strongly on issues in which sometimes they fail to champion, apart from the mere fact of fulfilling their "hidden" agenda.

From the empirical data, the findings have answered the objectives set in the study. First and foremost, the study has established factors that account for poor service delivery by Kabwe Municipal Council despite the local government reforms that the government has endeavoured to put in place since Zambia attained her political independence in 1964. The findings of the study have established that the public services that are provided by the local authority namely; road maintenance, public health and social services, garbage collection, fire services, water and sanitation etcetera have not been delivered to the satisfaction of the residents. The study has also established that Kabwe Municipal Council lacks administrative, financial and technical capacity in terms of available qualifications of some administrative staff, especially at director and deputy director levels. Further, the study has established that the council also lacks technical capacity in terms of available equipment and skills of technical staff serving in the departments of the council. The study also established that the council lacks

financial capacity in terms of both internal and external revenue sources including lack of financial management capacity. The study also assessed the effectiveness of councillors in service delivery in playing their role as representatives, legislators and overseers. The study has also assessed the effectiveness of local governance institutions in service delivery, an area in which they have not performed as they should. The demand for public services in Kabwe is quite high which the local authority is unable to meet due to lack of administrative, financial and technical capacity. Generally, the study has brought out five notable issues namely; lack of political will to appropriately devolve power and resources to Kabwe Municipal Council; lack of administrative, financial and technical capacity for the local authority to effectively and efficiently manage its own resources and deliver satisfactory public services; failure by councillors to effectively play their role to the maximum as mandated to them in order to facilitate service delivery; weak local governance structures to coordinate communities, civil society organizations, government departments, ministries and other cooperating partners.

Further, inappropriate local government policies and a weak legislative framework coupled with lack of political will from national politicians to devolve power and create an autonomous local government system has hampered the desired impact of the reform process. National politicians do not commit matching resources in the provision of public services to the local communities. This seeming central control limits local initiatives of internal resource generation and mobilization because some of the local authorities have the capacity for such initiatives and also some are economically well placed. It can, therefore, be concluded that despite the local government reforms the government has put in place, the impediments highlighted in this chapter account for the inability of Kabwe Municipal Council to effectively and efficiently deliver public services which could be true for other local authorities.

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APPENDICES

APPENDIX I

LIST OF NAMES OF RESPONDENTS INTERVIEWED IN THE STUDY AND DATES

1. Central, District and Local Government Officials

1. Mr Alfred Nyambose - Provincial Local Government Officer (PLGO), 17th December, 2009
2. Mr Jonathan Kapungwe - Kabwe District Commissioner (DC), 17th December, 2009
3. Mrs Mirriam Muyenga - District Community Development Officer, 16th December, 2009

2. Civil Society Representatives

1. Mr Lazarus Phiri - NGOCC Coordinator- Eastern & Central Province 16th December, 2009
2. Mr Charles Moono - Legal Advisor & Counsellor – YWCA.

3 Councillors

1. Mr Michael Banda - Chimanmani Ward – Bwacha Constituency, 15th December, 2009
2. Mr Francis Simwanza - Mukobeko Ward – Bwacha Constituency, 15th December, 2009
3. Mr Gerry Chama - Kawama Ward – Bwacha Constituency, 15th December, 2009
4. Mr Raphael C Musonda - Kaputula Ward – Kabwe Central Constituency, 15th December, 2009
5. Mr Chibwana Saidi - Ngungu Ward – Bwacha Constituency, 15th December, 2009
6. Mr Geoffrey Pende - Nakoli Ward – Kabwe Central Constituency, 15th December, 2009
7. Ms Tasila Hara - Highridge Ward – Kabwe Central Constituency 15th December, 2009
8. Mr Bostin Pende - Bwacha Ward – Bwacha Constituency, 15th December, 2009
9. Mr Edward Phiri - Chililalila Ward - Bwacha Constituency, 11th November, 2010

4 Councillor interviewed as Chairperson for Finance & General Purposes Committee (FGP)

1. Mr Gerry Chama - Kawama Ward – Bwacha Constituency, 11th November, 2010

5 Council Staff (Managers)

1. Mr Daniel C Mapulanga - Director, Planning – 22nd June, 2010
2. Mr Joseph Kayombo - Acting Director, Public Health & Social Services, 13th, 17th December, 2009
3. Ms Annie Mwinga - Public Relations Manager, 13th December, 2009
4. Mr Andrew Bwali - Chief Committee Clerk, 14th December, 2009
5. Mr Adam Tembo - Acting Assistant Internal Auditor, 14th December, 2009
6. Mrs Rebecca Museteka - Acting Chief Community Development Officer, 16th December, 2009
7. Mrs Edina M Sakala - Chief Accountant, 12th November, 2010
8. Mr Given Muneneka - Roads Foreman, 21st June, 2010
9. Mr Mukelabai Mukelabai - Buildings Inspector, 21st June, 2010
10. Mr Mulenga - Manager, Computer Unit, 22nd June, 2010
11. Mr Victor Kagoli - Health Inspector, 21st June, 2010
12. Ms Samantha Haangala - Health Inspector, 12th November, 2010
13. Mr Clement Zulu, - Chief Fire Officer, 24th June, 2010
14. Mr Edgar Mwape - Electrician, 21st June, 2010

6 Focus Groups (RDCs)

A. Katondo Luansanse Residents Development Committee – 10th November, 2010

1. Mr Kenneth Shalenda - Chairman
2. Mr Goodman Banda - Vice - Chairman
3. Mr Simon Sokotela - Secretary
4. Daniel Mulenga - Vice - Secretary
5. Mr George Jonnes - Publicity Secretary
6. Mrs Rebecca Kunda - Vice Publicity Secretary
7. Mr Dieter Cheupe - Treasurer
8. Mrs Fridah Nakaumbwa - Vice -Treasurer
9. Mrs Edah Nambela - Committee Member
10. Mr Chaleta Kulya - Committee Member
11. Mr David Chipashya - Committee Member

B. Bwacha Residents Development Committee – 11th November, 2010

1. Mr Jonathan Mululi - Chairperson
2. Barley Chilufya - Vice- Chairperson
3. John Besa - Secretary
4. Victor Mupeta - Vice- Secretary
5. Jonathan Mbewe - Publicity Secretary
6. Doris Mpundu - Committee Member
7. Rose Musangala - Committee Member
8. Dyman Chota - Trustee

THE MANAGEMENT TEAM AT KABWE MUNICIPAL COUNCIL

- | | |
|--|---------------------------------|
| 1. Town Clerk | - Ms Vivian Chiwila Chikoti |
| 2. Director Administration | - Ms Caroline Mwendapole Mpande |
| 3. Director Planning | - Mr Daniel Chabisha Mapulanga |
| 4. Director Engineering Services | - Mr Cosmas Mpundu |
| 5. Director Finance | - Kate Mukonde |
| 6. Acting Director Public Health & Social Services | - Mr Joseph Kayombo |
| 7. Public Relations Manager | - Ms Annie Mwinga |

APPENDIX II

List of key CBOs/ NGOs and Institutions partnering with Kabwe Municipal Council

YWCA
SWAZI
AMNESTY INTERNATIONAL
ADD
HAVAB
CARE INTERNATIONAL
SAVE A LIFE OUTREACH
CHILD CARE
ZINADO
NSHINDO FOUNDATION
NETHERLANDS GOVERNMENT
BAHAI FAITH INTERNATIONAL
NATIONAL WOMEN'S LOBBY
FOUNDATION FOR AFRICAN YOUTH
PUSH (PERI URBAN SELF-HELP)
KASAMUNA GOAT REARING PROJECT
FAWEZA
ZNS
PRISONS
ZAMBIA ARMY
YOCUPA
CARITAS ZAMBIA
NGOCC
GIRL GUIDES
WOMEN IN ACTION
WOMEN AGLOW
ZCCM-IH
WORLD BANK / GRZ
CHURCHES/ CHURCH ORGANISATIONS
KABWE NGO FORUM
GTZ
FODEP
PPAZ
SOCIETY FOR FAMILY HEALTH
ZAMBIA COUNCIL FOR SOCIAL DEVELOPMENT

APPENDIX III

QUESTIONNAIRE FOR KABWE RESIDENTS

Dear respondent

The purpose of this questionnaire is to try and investigate the problems that are related to service delivery by your Local Authority in Kabwe. You as a respondent are required to give responses to the questions to the best of your knowledge. Please note that all the responses to the questions being asked would be treated with utmost confidentiality. No names should be given to protect your identity.

BIODATA

1. Age
 2. Sex
 3. Level of Education
 4. Income.....
 5. Period of residence
 6. House/Flat Number and Street/Road.....
 7. Number of people per household
- Q1. What services has the Council given to the residents in;
- A. Low Density areas
 - B. Medium Density areas
 - C. High Density areas

.....

.....

.....

.....

.....

.....

.....

.....
.....
Q2. In your view does your local authority provide these services to your satisfaction?

1. Very satisfactory
2. Satisfactory
3. Poor
4. Very Poor

Q3. If your answer to question 2 was 'No' what do you think are the reasons?

1. Local authorities lack qualified manpower
2. Local authority lacks financial resources
3. Local authority lacks the necessary equipment
4. The contribution of all the above factors

Q4. In your view are the factors mentioned above only affect your Council?

1. Yes (Kindly indicate the reasons)
2. No

.....
.....
.....
.....
Q5. Do you think contracting out of services would help local authorities in service delivery?

1. Yes
2. No

.....
.....
.....
.....
Q6. Are you aware of the sources of revenue of the local authority?

1. Yes
2. No

If answer is yes – what are these sources of revenue

.....

.....

.....

.....

Q7. Are these resources exploited adequately and managed to the advantage of local authority and community? Explain

.....

.....

.....

.....

Q8. Do you know your local Councillor?

1. Yes
2. No

If your answer is Yes – what is his name?.....

Q9. If your answer to Q8 is ‘Yes’ how often does your Councillor meet with his/her electorate in the ward?

1. Often
2. Very often
3. Not at all

Q10. When did you last see your councillor?

.....

Q11. How often as he/she taken the problems to the Council?

1. Often
2. Very often
3. Not at all

Q12. Since your councillor was elected in 2006, has he/she brought to the attention of your Council the problems you are facing? Explain

.....
.....
.....
.....

Q13. How often has your councillor reported back to you?

1. Often
2. Very often
3. Not at all

Q14. What is the level of interaction between your councillor and other councillors in the constituency?

1. Excellent
2. Very good
3. Good
4. Fair
5. Poor
6. Not sure

Q15. Are you aware about council meetings?

1. Yes
2. No.

Explain reasons for your answer

.....
.....
.....
.....

Q16. Have you ever attended a full Council meeting? Skip if answer to Q15

1. Yes
2. No

Explain the reasons below

.....

.....

.....

.....

.....

Q17. Do you think the local residents are well informed about Council decisions and activities?

1. Yes
2. No
3. Not sure

Q18. What are the major concerns/issues of the people in your area?

.....

.....

.....

.....

Q19. Is your local authority making efforts to resolve these concerns/issues?

1. Yes
2. No

Q20. If answer to Q19 is yes, what efforts has the Council made to try and address the concerns of the local residents?

.....

.....

.....

.....

Q21. Is the local authority accountable to the local community?

1. Very accountable

2. Accountable
3. Quite accountable
4. Not accountable

Q22. Briefly what role would you like Central Government to play in order to enhance efficient service delivery. Explain below

.....

.....

.....

.....

Q23. Are there channels/mechanisms through which the local authority can be held accountable by the local community?

1. Yes
2. No

If yes what are the channels of accountability

.....

Q24. Would you honestly state that your Council is accountable and transparent in its activities to the local community?

.....

Q25. Are there any NGOs or CBOS operating in your area?

1. Yes
2. No

If answer is yes – Which one(s) are these? List them

.....

.....

.....

.....

Q26. Which specific roles do these CBOs/NGO's play in service delivery?

.....

.....

.....
.....

Q27. What projects can you identify taken by these CBOs or NGOs? Specify.

.....
.....
.....
.....

Q28. What specific things have they done?

.....
.....
.....
.....

Q29. What specific things have Ward Development Committees (WDCs) done in your area?

.....
.....
.....
.....

Q30. What role does the Residents Development Committee (RDC) play in your area?

.....
.....
.....
.....

Q31. What specific things have RDC done in your area?

.....

.....

.....

.....

Q32. What suggestions would you make to improve the performance of your local authority?

.....

.....

.....

.....

END OF INTERVIEW

APPENDIX IV

QUESTIONNAIRE

COUNCIL MANAGERS/APPOINTED OFFICERS

Dear Respondent

The purpose of this questionnaire is to try and investigate the problems that are related to service delivery by your Local Authority in Kabwe. You as a respondent are required to give responses to the questions to the best of your knowledge. Please note that all the responses to the questions being asked would be treated with utmost confidentiality. No names should be given to protect your identity.

Personal Data

8. Age

9. Sex

10. Educational attainment (highest level)

- a) Grade 9 or form 2
- b) Grade 12 or form 5
- c) College Diploma
- d) University Degree
- e) Other specify

.....
.....

11. Date of joining the Council

.....
.....

12. Professional attainment at time of joining the Council

.....
.....

13. Additional Academic qualification after joining Council

.....
.....

14. Additional Professional qualification after joining Council

.....
.....

15. Positioning at the time of joining Council

.....
.....

16. Current Substantive Position in the Council

.....
.....

17. Are you acting in your position? **Yes/No**

18. If answer to No. 11 above is yes what position are you acting in?

.....
.....

19. For how long have you been acting/

.....

20. Reasons for acting if any?

.....
.....
.....
.....
.....
.....

21. What services has the Council given to the residents in;

- D. Low Density areas
- E. Medium Density areas
- F. High Density areas

A.....
.....
.....
.....
.....

B.....
.....
.....
.....
.....

C.....
.....

.....
.....
.....

22. To what extent would you say that council has been able to deliver on their promises in the regard of service delivery?

5. Very well

6. Well

7. Poorly - What are the constraints

8. Very Poorly - What are the constraints

If answer is

poorly.....

.....
.....
.....
.....

If answer is very

poorly.....

.....
.....
.....
.....

23. What problems has the council faced in extending services to:

A. Low density

areas?.....

.....
.....
.....
.....
....

B. Medium density

areas?.....

.....
.....
.....
.....
.....

C. High density

areas?.....

-
-
-
24. Do you think that most of these problems only affect your Council?
5. Yes – which ones are these?
-
-
-
-
-
6. No – Can you elaborate below
-
-
-
-
-
25. Are there any suggestions you would make to resolve the above problems? List below
-
-
-
-
-
26. Is there adequate administrative capacity in the Council to deliver services sufficiently to the communities?
1. In financing of the local authority? Elaborate
-
-
-
-
-
2. Staffing and Human Resource Development programmes? Elaborate
-
-
-
-
-

27. Do you think the local authority has adequate technical capacity to deliver services sufficiently in:

A. Equipment for example Fire engine, Graders, Computers etc.

.....
.....
.....
.....

B. Technical Skills e.g. engineers, technicians, information technology specialists etc

.....
.....
.....
.....

28. Does your local authority seek to contract out the provision of various services and of works?

3. Yes - Indicate the nature f services/works contracted

4. No - Indicate below the reasons for not contracting out

.....
.....
.....
.....

29. Does your council have adequate or enough local resources for raising revenue?

3. Yes

4. No

30. Does your council regularly receive funding from Central Government?

3. Yes

4. No - Skip Q 25

31. Is the funding provided by Central Government enough to boost the local resources to enable the council meet the financial obligations?

1. Yes

2. No

32. In general have council accounts been regularly audited in the past three years?

a. Internal Audit

1. Yes

2. No - Indicate reasons why accounts have not been regularly audited

.....
.....

b. Independent

3. Yes

4. No - Indicate below why records have not been audited regularly

.....
.....
.....
.....

33. Is the local authority is accountable to the local community?

4. Very accountable

5. Accountable

6. Quite accountable

7. Not accountable

34. Are there channels/mechanisms through which the local authority can be held accountable by the local community?

3. Yes

4. No.

If yes what are the channels of accountability

.....
.....
.....
.....

35. Would you honestly state that your council is accountable and transparent in its activities to the local community?

.....
.....
.....

36. Briefly what role would you like Central Government to play in order to enhance efficient service delivery. Explain below

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.....

37. Does the Local Government Act of 1991 provide for decentralization?

3. Yes
4. No

38. If answer to Q30 above is yes how much decentralization is there? Elaborate

.....

.....

.....

.....

.....

39. Do you think there is a satisfactory mechanism that allows for Councils to raise their own revenues?

4. Yes
5. No

Elaborate for either of the answer above

.....

.....

.....

.....

.....

40. How useful is the District Development Coordinating Committee in promoting coordinated development activities in the district?

1. Very useful
2. Useful
3. Not Useful - what are the reasons indicate below
4. Not sure

.....

.....

.....

.....

.....

41. How is the relationship between councillors and appointed officials?

1. Excellent
2. Very good
3. Good
4. Fair - Explain
5. Bad - Explain
6. Very bad - Explain

.....
.....
.....
.....
.....

42. Is the legislation (policy framework) for administrator of local authorities supportive of effective service delivery?

- 3. Yes
- 4. No - Explain possible reasons

43. In your opinion have decentralisation reforms through the 1980 Local Government Act and 1991 Local Government Act helped Central Government to be committed to ensuring that local authorities are given powers to make important decision that affect district development?

- 3. Yes
- 4. No - Explain reasons below

.....
.....
.....
.....
.....

44. Do you think the powers of the Minister on Councils has helped to enhance delivery of services by the local authority?

- 1. Very much
- 2. Not much
- 3. Just a little
- 4. Not at all
- 5. Not sure

45. Is there any local institutional support from local institutions such as ZAF, the Army, Prisons etc. that work with the Council in service delivery?

- 3. Yes
 - 4. No
- If answer is yes – Which one is this? Explain

.....
.....
.....
.....
.....

46. What linkages do you think exist between:

A. Council and NGOs?

.....

.....

.....

.....

.....

B. Council and CBOs?

.....

.....

.....

.....

.....

47. Can you cite any projects that have been done by:

A. Council and NGOs?

.....

.....

.....

.....

.....

.....

B. Council and CBOs?

.....

.....

.....

.....

.....

END OF INTERVIEW

APPENDIX V

INDICATORS FOR THE ASSESSMENT OF THE COUNCIL'S CAPACITY

INDICATOR	
Financial Capacity	
<u>Whether the Council has:</u>	
(i)	Activity Based Budgets
(ii)	Post cashbooks totals to the ledger on monthly basis, quarterly and annual basis
(iii)	Remarks /reviews in the cash books by senior officer
(iv)	Submit receipts and payments account and council minutes and resolutions to PLGO's quarterly in 2009
(v)	Submit the Annual Receipts and Payment Accounts for 2007,2008 and 2009 to PLGOs
(vi)	Bank reconciliation done timely (5-10 days after close of business of previous month)
(vii)	Revenue mobilization <ul style="list-style-type: none">- Number and types of revenues bases at the council are supported/not supported by council resolutions- Amounts generated from each revenue source at the council in the last three years.- Percentage of the actual revenue against the budgeted revenue during the last three years.
(viii)	Billing system <ul style="list-style-type: none">- Percentage of the number of bills on time in 2009 against the total number of bills to be issued

- (ix) Expenditure
 - Percentage of the number of bills on time in 2009 against the budgeted expenditure for 2007, 2008 & 2009

- (x) Auditing

Whether the council has

 - Been audited by external for the accounts of 2007, 2008 and 2009
 - Produced Action Taken Report in response to the Audit Reports for 2007, 2008, 2009
 - Functional internal audit units and staff

- (xi) Procurement and contract Management
 - Whether council make Annual Procurement Plans every and follow them
 - Whether council has a fully operational procurement departments and staff
 - Whether councils has established a District Procurement Committee
 - Number of contracts signed by the council to provide goods or services
 - Number of contracts completed in time without any fault of contractors or council in 2007, 2008, 2009

- (xii) Assets
 - Total value of disposable assets for the council

- (xiii) Service delivery
 - Budgetary allocation for the services provided by the council (at least 40% of the annual budget set aside for key services as per MLGH guidelines)
 - Number and type of services provided by the council to low, medium and high populations density areas.
 - Quality of services provided by the council to low, medium and high population density areas.

APPENDIX VI

INTERVIEW GUIDE FOR COUNCILLORS CBOs/ NGOs OR CIVIL SOCIETY REPRESENTATIVES

Date of Interview:.....

Respondent:.....

Dear Respondent

This interview is meant to solicit information on public service delivery by the local authority in Kabwe. The identity of all the people interviewed will be treated with maximum confidentiality and no names are required.

1. In your own view what kind of services are delivered by the Local Authority in Kabwe and what are these services?

.....
.....
.....

2. Do you think there is adequate participation by the local communities in the provision of public services? What specific projects have been done together with the residences?

.....
.....
.....

3. Are there any areas that you think should be addressed on the part of residents or the Local Authority?

.....
.....
.....

4. What role does Central Government play in service delivery? Is there any excessive control over the Council from the Government? Is there enough autonomy enjoyed by the Local Authority?

.....
.....
.....

5. Has the Local Government Act helped in the delivery of services? To what extent has decentralisation been achieved?

-
.....
6. Do you think there is enough administrative and technical capacity in the Local Authority? What is the quality of personnel and technical skills as well as equipment that the council has?
-
.....
.....
7. In your view has the elected council delivered on its promises?
-
.....
...
8. Is the Council sufficiently funded for it to deliver satisfactory services? What sources of revenue are there for the Local Authority?
-
.....
9. Explain the roles played by CBOs/ NGOs in the delivery of services?
-
.....
10. Give examples of any institutional support to the Local Authority in the delivery of services?
-
.....
11. In your view what constraints are faced by the Local Authority in the delivery of public services?
-
.....
12. On a scale of 1 – 10 what mark would you give the Council?

THANK YOU FOR YOUR CO-OPERATION

APPENDIX VII

Questionnaire for ADC/RDCs/WDCs

INSTRUCTIONS

1. Please “circle” OR “tick” the answer that reflects your opinion or viewpoint
2. Where a pre-determined set of answers is not given please write the answer that is closest to your opinion in the space provided.

Province : _____	City/District: _____
Date: _____ 2011	Name of ADC/RDC/WDC: _____
Interviewer Name: _____	Interview No. _____

Q1. List the names of the members of the ADC/RDC/WDC...

Name of members	Gender	Age	Position

Q2. What is the major role of the ADC/RDC/WDC?

Q3. How do you contribute to national or local developmental issues in relation to your major roles?

- (a) _____
- (b) _____
- (c) _____
- (d) _____
- (e) _____

1. Yes- *Skip to Q7* 2. No- *Proceed to Q6*

efficient provision of services to the local authorities					
(j) There is adequate establishment , capacity building and operationalisation of commercial utilities in order to improve their operations and enhance delivery of services that the local authorities are mandated to provide to the community					

Q8. What do you think are the constraints facing the MLGH in relation to carrying out their mandate as a supervisory body to authorities?

- (a) _____
(b) _____
(c) _____
(d) _____

Q9. How is the working relationship between the ADC/RDC/WDC and council management?

- (a) Very Good (b) Good (c) poor (d) Very Poor

Q10. Give reasons for your answer in Q9?

- (a) _____
(b) _____
(c) _____

Q11. How is the working relationship between the ADC/RDC/WDC and Councillors?

- (a) _____
(b) _____
(c) _____

Q12. Give reasons for your answer in Q11.

- (a) _____
(b) _____
(c) _____

Q13. Would you say that councillors have the capacity to effectively and efficiently exercise their mandate of delivering quality to the local communities they are selected to serve?

1. Yes- *Skip to Q15* 2. No – *Proceed to Q14*

Q14. Why do you say that councillors have no capacity to effectively and efficiently carry out their mandate?

- (a) _____

(b) _____
(c) _____

Q15. How would you rate the participation of your ADC/RDC/WDC in the activities of the local authority?

(a) Very active (b) Fairly Active (c) Active (d) Not Active

Q16. How would you rate the accountability and transparency of local authorities in terms of their operations in service delivery?

(a) Very Good (b) Good (c) Poor (d) Very poor

Q17. Do you think that the local authority is fully exploiting local resources to enhance their operations in quality service delivery

1. Yes – *Skip to Q19* 2. No. *Continue with Q18*

Q18. Why do you think local authorities are not fully exploiting local resources to enhance their operation?

(a) _____
(b) _____
(c) _____
(d) _____

Q19. Do you think that district Development Committees DDC coordinates effectively with the local developmental activities in the district/city?

1. Yes –*Skip to Q21* 2. No – *Continue with Q20*

Q20. Why do you there isn't effective coordination between the local authority and the DDCC?

(a) _____
(b) _____
(c) _____
(d) _____

Q21. In general, what do you think are the constraining factors , if any which affect the smooth operation of the councils in the quality delivery of services to the local communities?

(a) _____
(b) _____
(c) _____
(d) _____

- Q22. What comments do you think you have regarding the council's financial base? _____
- (a) _____
- (b) _____
- Q23. What comments do you have regarding the council's expenditure pattern?
- (a) _____
- (b) _____
- Q24. What comments do you have regarding the services provided by the Council?
- (a) _____
- (b) _____
- (c) _____
- Q25. What comments do you have regarding the MGL's capacity to provide policy and guidance to local authorities in your district?
- (a) _____
- (b) _____
- (c) _____
- (d) _____
- Q26. What comments do you have regarding the capacity of local authorities in the district to provide quality services to their localities?
- (a) _____
- (b) _____
- (c) _____
- (d) _____

APPENDIX VIII

Q5 do you think contracting out of services would help local authorities in service delivery by Q2 In your view does your local authority provide these services to your satisfaction

			Q2 In your view does your local authority provide these services to your satisfaction				Total
			1 Very satisfactory	2 Satisfactory	3 Poor	4 Very poor	
Q5 do you think contracting out of services would help local authorities in serv	1 Yes	Count		64	36	23	123
		Row %		52.0%	29.3%	18.7%	100.0%
		Column %		77.1%	52.2%	38.3%	56.9%
	2 No	Count	4	19	33	37	93
		Row %	4.3%	20.4%	35.5%	39.8%	100.0%
		Column %	100.0%	22.9%	47.8%	61.7%	43.1%
Total		Count	4	83	69	60	216
		Row %	1.9%	38.4%	31.9%	27.8%	100.0%
		Column %	100.0%	100.0%	100.0%	100.0%	100.0%

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	28.171 ^a	3	.000

a. 2 cells (25.0%) have expected count less than 5.
The minimum expected count is 1.72.

26 Awareness of sources of revenue of the local authority by Q2 does your local authority provide services to your satisfaction

			Q2 In your view does your local authority provide these services to your satisfaction				Total
			1 Very satisfactory	2 Satisfactory	3 Poor	4 Very poor	
Q6 are you aware of the sources of revenue of the local authority	1 Yes	Count	3	51	28	21	103
		Row %	2.9%	49.5%	27.2%	20.4%	100.0%
		Column %	75.0%	60.7%	39.4%	35.6%	47.2%
	2 No	Count	1	33	43	38	115
		Row %	.9%	28.7%	37.4%	33.0%	100.0%
		Column %	25.0%	39.3%	60.6%	64.4%	52.8%
Total		Count	4	84	71	59	218
		Row %	1.8%	38.5%	32.6%	27.1%	100.0%
		Column %	100.0%	100.0%	100.0%	100.0%	100.0%

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	12.301 ^a	3	.006

a. 2 cells (25.0%) have expected count less than 5.
The minimum expected count is 1.89.

Q8 Do you know your local councilor by Q2 In your view does your local authority provide these services to your satisfaction

			Q2 In your view does your local authority provide these services to your satisfaction				Total
			1 Very satisfactory	2 Satisfactory	3 Poor	4 Verypoor	
Q8 Do you know your local councilor	1 Yes	Count	4	42	24	20	90
		Row %	4.4%	46.7%	26.7%	22.2%	100.0%
		Column %	100.0%	49.4%	34.3%	32.8%	40.9%
	2 No	Count		43	46	41	130
		Row %		33.1%	35.4%	31.5%	100.0%
		Column %		50.6%	65.7%	67.2%	59.1%
Total		Count	4	85	70	61	220
		Row %	1.8%	38.6%	31.8%	27.7%	100.0%
		Column %	100.0%	100.0%	100.0%	100.0%	100.0%

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	11.255 ^a	3	.010

a. 2 cells (25.0%) have expected count less than 5.
The minimum expected count is 1.64.

Q15 are you aware about council meetings at the civic centre by Q2 In your view does your local authority provide these services to your satisfaction

			Q2 In your view does your local authority provide these services to your satisfaction				Total
			1 Very satisfactory	2 Satisfactory	3 Poor	4 Verypoor	
Q15 are you aware about council meetings at the civic centre	1 Yes	Count	2	31	10	9	52
		Row %	3.8%	59.6%	19.2%	17.3%	100.0%
		Column %	50.0%	36.5%	14.3%	14.8%	23.6%
	2 No	Count	2	54	60	52	168
		Row %	1.2%	32.1%	35.7%	31.0%	100.0%
		Column %	50.0%	63.5%	85.7%	85.2%	76.4%
Total		Count	4	85	70	61	220
		Row %	1.8%	38.6%	31.8%	27.7%	100.0%
		Column %	100.0%	100.0%	100.0%	100.0%	100.0%

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	15.354 ^a	3	.002

a. 2 cells (25.0%) have expected count less than 5.
The minimum expected count is .95.

Q16 Has attended a full council meeting by Q2 does your local authority provide these services to your satisfaction

			Q2 In your view does your local authority provide these services to your satisfaction				Total
			1 Very satisfactory	2 Satisfactory	3 Poor	4 Very poor	
Q16 have you ever attended a full council meeting? skip if answer to q15 is no	1 Yes	Count	2	21	6	5	34
		Row %	5.9%	61.8%	17.6%	14.7%	100.0%
		Column %	100.0%	52.5%	35.3%	31.3%	45.3%
	2 No	Count		19	11	11	41
		Row %		46.3%	26.8%	26.8%	100.0%
		Column %		47.5%	64.7%	68.8%	54.7%
Total	Count	2	40	17	16	75	
	Row %	2.7%	53.3%	22.7%	21.3%	100.0%	
	Column %	100.0%	100.0%	100.0%	100.0%	100.0%	

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	5.213 ^a	3	.157

a. 2 cells (25.0%) have expected count less than 5. The minimum expected count is .91.

Q23 Are there channels/mechanisms through which the local authority can be held by Q2 In your view does your local authority provide these services to your satisfaction

			Q2 In your view does your local authority provide these services to your satisfaction				Total
			1 Very satisfactory	2 Satisfactory	3 Poor	4 Very poor	
Q23 Are there channels/mechanisms through which the local authority can be held	1 Yes	Count		13	7	3	23
		Row %		56.5%	30.4%	13.0%	100.0%
		Column %		15.9%	10.1%	4.9%	10.6%
	2 No	Count	4	69	62	58	193
		Row %	2.1%	35.8%	32.1%	30.1%	100.0%
		Column %	100.0%	84.1%	89.9%	95.1%	89.4%
Total		Count	4	82	69	61	216
		Row %	1.9%	38.0%	31.9%	28.2%	100.0%
		Column %	100.0%	100.0%	100.0%	100.0%	100.0%

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	4.936 ^a	3	.177

a. 2 cells (25.0%) have expected count less than 5. The minimum expected count is .43.

Q24 Would you honestly state your council is accountable and transparent in by Q2 In your view does your local authority provide these services to your satisfaction

			Q2 In your view does your local authority provide these services to your satisfaction				Total
			1 Very satisfactory	2 Satisfactory	3 Poor	4 Very poor	
Q24 Would you honestly state your council is accountable and transparent in	1 Yes	Count	3	22	8	3	36
		Row %	8.3%	61.1%	22.2%	8.3%	100.0%
		Column %	75.0%	26.2%	11.3%	4.9%	16.4%
	2 No	Count	1	62	63	58	184
		Row %	.5%	33.7%	34.2%	31.5%	100.0%
		Column %	25.0%	73.8%	88.7%	95.1%	83.6%
	Total	Count	4	84	71	61	220
		Row %	1.8%	38.2%	32.3%	27.7%	100.0%
		Column %	100.0%	100.0%	100.0%	100.0%	100.0%

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	23.162 ^a	3	.000

a. 2 cells (25.0%) have expected count less than 5.
The minimum expected count is .65.

Q5 do you think contracting out of services would help local authorities in service delivery by Q21 Is the local authority accountable to the local community?

			Q21 Is the local authority accountable to the local community?				Total
			1 Very accountable	2 Accountable	3 Quit accountable	4 Not accountable	
Q5 do you think contracting out of services would help local authorities in serv	1 Yes	Count	4	8	55	57	124
		Row %	3.2%	6.5%	44.4%	46.0%	100.0%
		Column %	100.0%	47.1%	69.6%	49.1%	57.4%
	2 No	Count		9	24	59	92
		Row %		9.8%	26.1%	64.1%	100.0%
		Column %		52.9%	30.4%	50.9%	42.6%
Total		Count	4	17	79	116	216
		Row %	1.9%	7.9%	36.6%	53.7%	100.0%
		Column %	100.0%	100.0%	100.0%	100.0%	100.0%

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	11.776 ^a	3	.008

a. 2 cells (25.0%) have expected count less than 5.
The minimum expected count is 1.70.

Q8 Do you know your local councilor by Q21 Is the local authority accountable to the local community?

			Q21 Is the local authority accountable to the local community?				Total
			1 Very accountable	2 Accountable	3 Quit accountable	4 Not accountable	
Q8 Do you know your local councilor	1 Yes	Count	3	13	43	31	90
		Row %	3.3%	14.4%	47.8%	34.4%	100.0%
		Column %	75.0%	76.5%	52.4%	26.3%	40.7%
	2 No	Count	1	4	39	87	131
		Row %	.8%	3.1%	29.8%	66.4%	100.0%
		Column %	25.0%	23.5%	47.6%	73.7%	59.3%
	Total	Count	4	17	82	118	221
		Row %	1.8%	7.7%	37.1%	53.4%	100.0%
		Column %	100.0%	100.0%	100.0%	100.0%	100.0%

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	25.818 ^a	3	.000

a. 2 cells (25.0%) have expected count less than 5.
The minimum expected count is 1.63.

Q15 are you aware about council meetings at the civic centre by Q21 Is the local authority accountable to the local community?

			Q21 Is the local authority accountable to the local community?				Total
			1 Very accountable	2 Accountable	3 Quit accountable	4 Not accountable	
Q15 are you aware about council meetings at the civic centre	1 Yes	Count	2	9	28	14	53
		Row %	3.8%	17.0%	52.8%	26.4%	100.0%
		Column %	50.0%	52.9%	34.1%	12.0%	24.1%
	2 No	Count	2	8	54	103	167
		Row %	1.2%	4.8%	32.3%	61.7%	100.0%
		Column %	50.0%	47.1%	65.9%	88.0%	75.9%
Total	Count	4	17	82	117	220	
	Row %	1.8%	7.7%	37.3%	53.2%	100.0%	
	Column %	100.0%	100.0%	100.0%	100.0%	100.0%	

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	23.146 ^a	3	.000

a. 3 cells (37.5%) have expected count less than 5.
The minimum expected count is .96.

Q24 Would you honestly state your council is accountable and transparent in by Q21 Is the local authority accountable to the local community?

			Q21 Is the local authority accountable to the local community?				Total
			1 Very accountable	2 Accountable	3 Quit accountable	4 Not accountable	
Q24 Would you honestly state your council is accountable and transparent in	1 Yes	Count	2	6	21	7	36
		Row %	5.6%	16.7%	58.3%	19.4%	100.0%
		Column %	50.0%	35.3%	25.6%	5.9%	16.3%
	2 No	Count	2	11	61	111	185
		Row %	1.1%	5.9%	33.0%	60.0%	100.0%
		Column %	50.0%	64.7%	74.4%	94.1%	83.7%
Total		Count	4	17	82	118	221
		Row %	1.8%	7.7%	37.1%	53.4%	100.0%
		Column %	100.0%	100.0%	100.0%	100.0%	100.0%

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	22.343 ^a	3	.000

a. 3 cells (37.5%) have expected count less than 5.
The minimum expected count is .65.