

**POPULAR PARTICIPATION IN POVERTY ALLEVIATION ACTIVITIES  
AND STRATEGIES IN A DECENTRALISED SYSTEM OF  
GOVERNMENT: A CASE STUDY OF MUMBWA DISTRICT IN ZAMBIA**

by  
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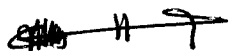
**A dissertation submitted in partial fulfilment of the requirements for the  
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## **Declaration**

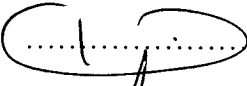
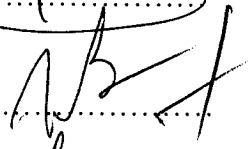
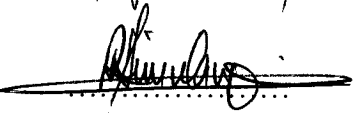
I hereby declare that this dissertation represents my own work, and that it has not previously been submitted for a degree, diploma or other qualification at this or another University.

A handwritten signature in black ink, appearing to read 'Clever Madimutsa', with a horizontal line drawn through it.

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## Certificate of Approval

This dissertation of Clever Madimutsa has been approved as partial fulfilment of the requirements for the award of the Degree of Master of Public Administration by the University of Zambia.

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## **Abstract**

The study problem was that in a decentralised system of government, it is expected that there would be effective popular participation in development and poverty alleviation activities and strategies, and that local people are in charge of their own affairs. However, in Zambia, despite the existence of a decentralised system of government, the level of participation by local people in activities and strategies related to poverty alleviation is still weak and yet the majority of the population are poor. The general objective of the study was to investigate the nature and level of popular participation in poverty alleviation activities in Zambia, and in the process establish factors that have impeded full community participation in such activities by local communities. To achieve the study objective, the following methods and procedures were used: A case study design, focusing on Mumbwa district was employed. The sampling designs were purposive and systematic sampling. The sample size was 243 respondents and key informants drawn mainly from Mupona, Myooye and Nampundwe wards. Both secondary and primary sources of data were used. Data were analysed using manual and Statistical Packages for the Social Sciences (SPSS) techniques.

The findings of the study indicate that decentralisation of the Zambian government has enabled various categories of institutions to be established for local people to participate in poverty alleviation activities. They include decentralised government structures such as deconcentrated sector ministries and devolved government institutions. Further, Community-based Organisations (CBOs) and external actors like Non-governmental Organisations (NGOs) and international donors have emerged to complement decentralised government institutions. These institutions have established community organs to attract local people's participation. Under deconcentrated sector ministries, there are community institutions like Cooperative Societies, Neighbourhood Health Committees (NHCs) and Parent-teacher Associations (PTAs). Under devolved government institutions, there are local governments such as District Council and Traditional rulers. Similarly, CBOs, NGOs and donors are associated with particular community institutions through which local people participate in poverty alleviation activities.

CBOs, NGOs and donors also collaborate with decentralised government institutions as they carry out poverty alleviation activities in communities. The collaborations are aimed at ensuring that operations of CBOs and external actors comply with government policies.

The findings show that popular participation for poverty alleviation takes two forms namely direct and indirect participation. However, most of the people in Mumbwa district do not participate directly in poverty alleviation activities implemented in the communities. The findings revealed that less than two percent of the local people had participated directly in poverty alleviation activities implemented by the District Council; 24.2 percent had participated in activities implemented by Traditional rulers; 14.4 percent participated in activities implemented by CBOs; nine percent participated in activities implemented by NGOs; and four percent participated in activities implemented by donors. The findings suggested that Traditional rulers attracted a higher percentage of local people to participation for poverty alleviation than other organisations in local communities.

Full community participation in poverty alleviation activities in Mumbwa district is impeded by multiple factors. Firstly, some of the local people are not aware of poverty alleviation activities implemented by various institutions in the communities. Secondly, local people are not interested in voluntary participation for poverty alleviation. Thirdly, local people are committed to personal activities like fetching food for their individual households rather than participating in collective poverty alleviation activities. Fourthly, local people are sceptical to participate in poverty alleviation activities implemented by external organisations such as NGOs and international donors. Fifthly, local people have lost interest in participating in communal poverty alleviation activities due to unfulfilled government and/or political promises.

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## **List of Abbreviations**

ADB	Africa Development Bank
ADC	Area Development Committee
AGM	Annual General Meeting
AIDS	Acquired Immune Deficiency Syndrome
CBD	Central Business District
CBNRM	Community-based Natural Resources Management
CBO	Community-based Organisation
CBWM	Community-based Wildlife Management
CCF	Christian Children's Fund
CDC	Community Development Centre
CDD	Co-operation for District Development
CDF	Constituency Development Fund
CHW	Community Health Worker
CLUSA	Cooperative League of the United States of America
CRB	Community Resource Board
DACO	District Agricultural Coordinator
DANIDA	Danish International Development Agency
DC	District Commissioner
DDCC	District Development Coordinating Committee
DHB	District Health Board
DHMT	District Health Management Team
D-WASHE	District-Water, Sanitation and Health Education
FAWEZA	Forum for African Women Educationalists of Zambia
FBO	Faith-based Organisation
FINCA	Foundation for International Community Assistance
FRA	Food Reserve Agency
FSP	Fertiliser Support Programme
GIS	Geographical Information System
GMA	Game Management Area
GPS	Global Positioning System

GRZ	Government of the Republic of Zambia
HCC	Health Centre Committee
HIV	Human Immunodeficiency Virus
IMF	International Monetary Fund
JFM	Joint Forest Management
KCM	Konkola Copper Mines
KG	Kilogramme
Ltd	Limited
MCA	Malaria Control Agent
MCH	Maternal Child Health
MDCDA	Mumbwa District Community Development Association
MMD	Movement for Multiparty Democracy
MP	Member of Parliament
MPA	Master of Public Administration
NGO	Non-governmental Organisation
NHC	Neighbourhood Health Committee
NRB	Natural Resources Board
PAF	People's Action Forum
PFE	Parent Family Educator
PLC	Public Limited Company
PRSP	Poverty Reduction Strategy Paper
PTA	Parent-Teacher Association
SDA	Seventh Day Adventist
SPSS	Statistical Packages for the Social Sciences
TB	Tuberculosis
TBA	Traditional Birth Attendant
TWC	Third World Country
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNIP	United National Independence Party
UPND	United Party for National Development

US	United States
USA	United States of America
US\$	United States Dollar
VAG	Village Action Group
VSS	Vana Samarakshana Samithi
V-WASHE	Village-Water, Sanitation and Health Education
WDC	Ward Development Committee
ZAWA	Zambia Wildlife Authority
ZMK	Zambian Kwacha

## **CHAPTER 1: INTRODUCTION**

### **Introduction**

This dissertation discusses popular participation in poverty alleviation activities and strategies in Mumbwa district in Zambia within the context of the decentralised government system.

Decentralisation is commonly seen as an effective strategy of promoting development and popular participation for poverty alleviation in developing countries. Social science researchers see decentralisation as a process of transferring ‘responsibilities, authority, functions as well as power and appropriate resources to provincial, district and sub-district levels.’ Among others, this is aimed at creating a system of government whereby local people participate in the management of their affairs (Cabinet Office, 2003: iii-v). In Public Administration, decentralisation takes three forms, namely: deconcentration, devolution and delegation.

Governments in many developing countries, including Zambia, have adopted the ideals of decentralisation. For the purposes of this dissertation, the focus is on Zambia through a case study of Mumbwa district in the Central Province. Zambia has a dual system of decentralisation consisting of devolution and deconcentration. Under devolution, the central government transferred some of its powers and authority to democratically elected councils or local government authorities, empowering them by law to determine local taxes, raise own revenue and decide on how to use it. The local authorities are supervised by the Ministry of Local Government and Housing and their Provincial Local Government Offices. The leadership of local authorities is accountable to the local population through a system of elections. Under deconcentration, there are ‘deconcentrated sector ministries reporting to their parent ministries in Lusaka, through provincial level officials managed by the Provincial Permanent Secretary.’ Here, there is ‘transfer of some functions performed at the headquarters of the ministry to provincial, district and/or sub-district offices while power and authority are retained by the centre’ (Ibid; Lolojih et al., 2001: 28-9).

Zambia inherited the dual system of local government administration at independence in 1964. During the colonial period, the system was designed for colonial convenience. However, from independence time to date, several changes have taken place in the local government system and decentralisation policies in Zambia. In 1965, the Local Government Act was passed to empower local authorities, namely, Municipal, Rural and Township Councils to operate independently from District Administration (Cabinet Office, 2003: 1-3). To date, there are 72 democratically elected local authorities in Zambia consisting of City, Municipal and District Councils. Mumbwa is one of the District Councils.

In 1971, the Registration and Development Villages Act was introduced. Under this Act, new grassroots political institutions called Village Productivity, Ward Councils and Ward Development Committees (WDCs) were created. Furthermore, 'under the 1979 Village Development and Registration Act, No. 30, the Government created Village Development Committees. The village became a primary focus for local development with emphasis on self reliance and mutual cooperation enhanced through cooperatives' (Ibid: 4).

In 1980, the 1980 Local Government Administration Act was enacted. This Act merged Central and Local Government Administration with Party Administration. At that time, there was only one political party, the United National Independence Party (UNIP). The Party became supreme (GRZ/UNDP, 2002). At district level, the District Governor, appointed by the president headed the integrated District Administration and 'was assisted by the District Executive Secretary who headed the District Secretariat.' At sub-district level, there were party structures of Ward, Branch and Section Committees. 'Local government elections were abolished and replaced by party elections.' The party structures were modeled on socialist lines and community participation was restricted to party cadres (Cabinet Office, 2003: 5).

With the re-introduction of multi-party politics in 1991, the following changes have taken place in Zambia's local government system: At national level, the Ministry of Decentralisation, which was located in the Office of the Prime Minister under the 1980 Local Government Administration Act, was transformed to

the Ministry of Local Government and Housing. This Ministry became responsible for local government while Cabinet Office was responsible for Provincial and District Administration. The National Development Coordinating Committee was also established to coordinate development activities at the national level. At provincial level, the Provincial Minister has been appointed as head of Provincial Administration and is assisted by the Permanent Secretary. The Provincial Heads of Departments have continued to be answerable to their respective Ministry Headquarters. Coordination of development activities at provincial level is done by the Provincial Development Coordinating Committee (Ibid).

At district level, the District Commissioner (DC), appointed by the president heads the District Administration and coordinates all sector ministries of government. The District Council has remained a corporate body and operates independently from district field administration. The DC reports directly to the appointing authority while 'the district heads of sector ministries report directly to their ministerial headquarters through their provincial heads.' The Town Clerks/Council Secretaries who are the administrative heads of local authorities report to their respective Councils who are their employers. Coordination of development activities at district level is done by the District Development Coordinating Committee (DDCC) (Ibid: 6-8).

At sub-district level, there are wards, which are sub-structures of the Council for the purposes of local government elections only. There are also Ward Development Committees as 'a forum for community participation in local development activities and affairs.' At the lower level, 'there exist traditional rulers with their own administrative set up to govern their subjects in line with their traditional and customary law' (Ibid: 13).

Popular participation, which refers to 'a process by which people, especially disadvantaged people, influence decisions that affect them' (Angeles, 1999: 3) is commonly seen as an effective strategy of promoting development and poverty alleviation in developing countries. By poverty alleviation, we refer to the process by which people have sufficient access to basic needs such as food, education, health care, housing, income and safe drinking water (Chigunta et al., 1998).



Through popular participation, beneficiaries ensure that felt needs are served thereby alleviating their poverty (Finsterbusch and Van Wicklin, 1987).

The incidence of poverty in developing countries, including Zambia is high. For example, the majority of the Zambian population (67 percent) are poor, with rural areas having a much higher proportion of poor people than urban areas (Moonze, 2005: 9).

In Zambia, popular participation in poverty alleviation activities and strategies seems to be weak. According to Lolojih et al (2001: 28), by the year 2000, there were symptoms of citizens' apathy towards the political-social development of the country. Regarding participation in elections, in the 2001 tripartite elections, about two and half million voters registered out of a total voting population of about three and half million, and voter turn out was 68 percent (Coalition 2001, 2002).

One major intervention for poverty alleviation adopted by the Zambian Government is the Poverty Reduction Strategy Paper (PRSP), which was launched in 2002. The concept of popular participation in poverty alleviation activities was employed in the processes of developing the PRSP. Various stakeholders were involved at the stages of conceptualising and preparing the roadmap of the PRSP. The participants included the cabinet, the legislature, government bodies, the private sector, academia, Non-governmental Organisations (NGOs), donors, provinces, church, professional associations, rural areas and political leaders (GRZ, 2002: 10,140). Various methods were employed to facilitate participation in the preparation of the PRSP. These included holding the National Sensitisation Workshop, Awareness Seminars and PRSP Working Groups. Eight working groups were established 'to design sector specific programmes for poverty reduction.' In parallel, specialised institutions were requested to make presentations to the working groups on important cross-cutting issues such as Human Immunodeficiency Virus (HIV)/Acquired Immune Deficiency Syndrome (AIDS), roads, water, gender and the environment. The involvement of various stakeholders in the preparation of the PRSP was aimed at enriching the paper and to ensure that its ownership was deeply grounded in the country (Ibid: 10).

The main goal of the PRSP is to reduce poverty through sustained economic growth and employment creation. Governance issues such as decentralisation are among the interventions identified to achieve this goal, and decentralisation is central to this dissertation. The PRSP indicates that a decentralisation policy would be developed and implemented 'to ensure that citizens, particularly women, disabled persons and other disadvantaged groups, actively participate in their own affairs.' The Decentralisation Policy would 'specifically define, in operational terms, the extent and limits of actions by central government, provincial administrations, local government authorities/councils and other stakeholders at the provincial, district and sub-district levels.' This is also aimed at empowering 'local government systems and traditional authorities to assume their rightful place in the country's poverty reduction agenda.' The capacities of local level structures will also 'be enhanced to operate on non-partisan, professional, accountable and transparent lines' (GRZ, 2002: 34). Other issues, under the PRSP include macroeconomic improvement, improved security and justice, promoting investment in tourism, industry and agricultural sectors as well as diversifying the mining sector (Ibid: ix). According to GRZ (2002: ix), PRSP's other intervention is infrastructure development in areas like transport, communication, roads, energy, water and sanitation. Interventions have also been identified in the social sectors such as promoting education, training, health and nutrition. The PRSP also puts emphasis on addressing cross-cutting issues like environmental management, enhancement of women's participation in decision-making as well as diagnosis, prevention and treatment of HIV/AIDS.

### **Statement of the Problem**

In a decentralised system of government, it is expected that there would be effective popular participation in development and poverty alleviation activities and strategies, and that local people are in charge of their own affairs. However, in Zambia, despite the existence of a decentralised system of government, the level of participation by local people in activities and strategies related to poverty

alleviation is still weak and yet the majority of the population are poor (Lolojih et al., 2001; Coalition 2001, 2002; Moonze, 2005).

## **Objectives of the Study**

### **General Objective**

To investigate the nature and level of popular participation in poverty alleviation activities in Zambia, and in the process establish factors that have impeded full community participation in such activities by local communities.

### **Specific Objectives**

- 1) To conduct a study on the nature and extent of popular participation in poverty alleviation activities and strategies in Mumbwa district.
- 2) To investigate and establish the extent to which the presence of deconcentrated sector ministries, devolved government institutions, Community-based Organisations and external actors at the local level have facilitated popular participation in poverty alleviation activities and strategies.
- 3) To investigate and establish factors that impede full local participation in poverty alleviation activities and strategies.

## **Definition of Variables**

### **Dependent Variables**

- 1) Poverty alleviation refers to the process by which people have sufficient access to basic needs such as food, education, health care, housing, income and safe drinking water.
- 2) Popular participation refers to a process by which people, especially disadvantaged people, influence decisions that affect them.

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## **Independent Variables**

- 1) Deconcentrated sector ministries refer to sector specific units that carry out Central Government functions at the lower levels.
- 2) Devolved government institutions refer to systems of government at the local level through which local people manage their affairs such as Councils and traditional establishments recognised by the Central Government.
- 3) Community-based Organisations refer to grassroots organisations managed by members on behalf of members.
- 4) External actors refer to organisations that originate outside the local communities such as Non-governmental Organisations (NGOs) and international donors.

## **Significance of the Study**

Since most developing countries including Zambia are faced with major socio-economic challenges resulting from globalisation, economic structural adjustment programmes and market liberalisation, the significance of this study is that it provides insights on strategies that can bring about socio-economic development in these countries. The information is beneficial to students, researchers and policy-makers. It enables them to broaden their understanding of factors that can enhance popular participation in poverty alleviation activities and strategies at the local level and subsequently enhance equitable socio-economic development.

## **Scope of the Study**

This study investigated and established the nature and level of popular participation in poverty alleviation activities and strategies in Mumbwa district in Zambia. Mumbwa is one of the six districts found in the Central Province of Zambia. The Central Business District (CBD) of Mumbwa is situated 150 kilometres west of Lusaka, along Lusaka-Mongu road. Mumbwa shares its boundaries with nine other districts within Zambia. These are: Chibombo and

Kapiri-mposhi in Central province; Kasempa and Mufumbwe in North-western province; Kaoma in Western province; Itzhi-tezhi, Monze and Mazabuka in Southern province; and Kafue district in Lusaka province (Central Statistical Office, 1998: 1). Mumbwa district is divided into three political constituencies, namely, Mwembeshi, Nangoma and Mumbwa West. The constituencies are further divided into 20 political-administrative units called wards (Central Statistical Office, 2001: 14).

The study was confined to both males and females aged 18 years and older in Myooye, Mupona and Nampundwe wards, which fall under Nangoma, Mumbwa West and Mwembeshi constituencies, respectively.

Mumbwa district was selected for this study because of the following reasons: firstly, the researcher was interested in districts that belonged to provinces with high poverty levels. Being in Central province, Mumbwa was one of them. According to Central Statistical Office (1998: 115), all provinces in Zambia, apart from Lusaka and Copperbelt, had very high poverty levels. Secondly, the researcher had a fair understanding of the culture and geography of Mumbwa district. This was important because it enabled him to identify various locations, use local languages to communicate with local people and to collect the necessary data. Thirdly, Mumbwa district offered a better geographical location for the study to be conducted successfully, bearing in mind the fact that the researcher was faced with resource and time constraints.

The three wards, namely: Mupona, Myooye and Nampundwe, were selected because: firstly, they allowed each of the three political constituencies in Mumbwa district to be represented in the final sample. Secondly, they provided a representation for rural, semi-urban and urban areas in the district. Mupona ward is urban, Myooye is rural and Nampundwe is semi-urban.

### **Conceptual Framework**

The conceptual framework used in this dissertation involves the relationships among three concepts, namely: decentralisation, popular participation and poverty alleviation. Social science researchers see decentralisation as a process

of transferring 'responsibilities, authority, functions as well as power and appropriate resources to provincial, district and sub-district levels' (Cabinet Office, 2003: iii-v). In Public Administration, decentralisation takes three forms, namely, deconcentration, devolution and delegation. 1) Deconcentration involves the 'transfer of functions and resources to lower level units of the same administrative system while authority over decision-making and use of such resources remains with the center.' 2) Devolution involves the 'transfer of some powers and authority, functions and resources by legal and constitutional provisions to the lower levels.' 3) Delegation involves the 'transfer of functions and resources to a subordinate authority with the capacity to act on behalf of the superior authority without a formal transfer of authority in the same structure' (Cabinet Office, 2003: iii-iv). Among others, the various forms of decentralisation are aimed at creating a system of government whereby local people participate in the management of their affairs.

Through decentralisation, popular participation in poverty alleviation activities and strategies is enhanced. According to Angeles (1999), popular participation refers to 'a process by which people, especially disadvantaged people, influence decisions that affect them.' According to GRZ/UNDP (2002), 'the involvement of civil society, communities and individuals at the grassroots is cardinal to poverty reduction because promoting participation is a foundational principle of reducing poverty.' Poverty alleviation refers to the process by which people have sufficient access to basic needs such as food, education, health care, housing, income and safe drinking water (Chigunta et al., 1998). Through popular participation, beneficiaries ensure that felt needs are served thereby alleviating their poverty (Finsterbusch and Van Wicklin, 1987).

## **Literature Review**

This section reviews literature on the concepts of poverty, decentralisation and participation. In order to achieve its purpose, the section proceeds as follows: firstly, it reviews literature on Zambia in relation to the above-mentioned concepts. Secondly, reviews are done on selected African countries and other developing

countries outside the African continent. Thereafter, a review of literature on developed countries is done.

In the Zambia Country Paper on 'Local Governance and Poverty Reduction,' GRZ/UNDP (2002) have made three significant conclusions: firstly, they argue that the poverty crisis in Zambia is due to both internal and external factors. Internally, rural development and food security were neglected due to past inappropriate agriculture policies. Externally, Zambia was left with a huge external debt burden that further entrenched poverty because of her support for liberation movements in Southern Africa. Secondly, decentralisation measures of devolution and deconcentration are taken to be 'key to poverty reduction and to efficient and effective delivery of health, education, water, housing, solid waste management, roads and other social services to the communities.' Thirdly, they argue that decentralisation measures that undermine democratic governance tend to prevent local communities from being involved in development programmes (GRZ/UNDP, 2002). This review is relevant to our study because it shows that decentralisation measures that are carried out in an environment associated with inappropriate agriculture policies and a huge external debt burden tend to be unable to reduce poverty in the country. The review also shows that decentralisation measures that undermine democratic governance tend to further undermine local people's participation in development affairs. However, GRZ/UNDP (2002)'s limitation in relation to this dissertation is that they have focused on local governance and poverty reduction and not popular participation for poverty alleviation in particular.

We also draw on lessons from Bwalya (2002), Funfgeld (2003), Momba (2002) and Lolojih et al (2001). In an analysis of 'Community-based Wildlife Resources Management' in the Blue Lagoon Game Management Area in Zambia, Bwalya (2002) argues that local people participate in the management of wildlife as informers to wildlife authority. Community leaders such as traditional rulers also attend meetings to determine 'the role and responsibilities that local people expect government agencies to play in resource management.' However, Bwalya (2002) mentions that social services such as health and education that are provided through the Community-based Wildlife Management (CBWM) programme do not



influence local people to participate in wildlife management because local people fail to link wildlife management to social service provision. This is the case because, firstly, service provision does not distinguish those who comply with wildlife management rules from those who do not. Secondly, 'local communities cannot identify the benefits of improved health and education services with wildlife management since government has traditionally provided these services at no expense to the community' (Bwalya, 2002: 15). This review is relevant to our study because it shows that local people cannot participate in development activities that have weak incentives. On the other hand and for the purposes of this dissertation, Bwalya (2002) could be criticised for confining his study to wildlife management. He did not tackle other development activities such as poverty alleviation. As such, there is need to understand popular participation not only in wildlife management but also in a variety of development activities and strategies.

In his Masters Degree dissertation entitled 'Community Development and Democratic Decentralisation: A Case Study on Participatory Development Options in Zambia's Rural Periphery,' Funfgeld (2003) argues that people who do not perceive problems like bad supply of drinking water, inadequate health care, widespread malnutrition and alcoholism to be urgent problems in their community, tend not to participate in development projects aimed at alleviating such problems. It also indicates that sustainable establishment of Community-based Organisations (CBOs) is hindered by three factors. These are: 1) the transitory character of the local population. 2) remote location of the community. 3) lack of basic infrastructure such as political and administrative institutions. Funfgeld (2003) also states that citizens are disheartened by local politics because of officials that frequently and illegally use benefits from public funds (for example, fishing tax from fishermen) for themselves and their families instead of directing the funds towards development of the local community. From this review, it can be learnt that local people's enthusiasm to participate in development activities is reduced by their own perceptions about their living conditions, the extent to which the population is transitory and the absence of basic infrastructure as well as the extent to which the local leadership engages in corrupt practices and nepotism. On the

other hand, the methodology used by Funfgeld (2003) does not give a true reflection of the nature and degree of popular participation for development and/or poverty alleviation in larger societies such as districts, provinces or a country. This is because his study was confined to Zambia's rural periphery thereby excluding urban communities. To this effect, an investigation of the nature of popular participation in a country like Zambia is supposed to be conducted in an area larger than the rural periphery. It should also include urban areas.

A study by Momba (2002) in his 'Problems of effectiveness in service delivery, accountability and transparency of Local Authorities in Zambia' shows that local people tend to have a negative attitude towards the activities and operations of local authorities when both the councils in general and individual councillors are not responsible. That is, a situation whereby the council's operations are unable to reflect the real needs of the people. This review is relevant to our study because it shows that irresponsible local authorities tend to create an environment that impedes full popular participation in activities and operations of the same local authorities. However, the limitation of Momba (2002) is that his study was focused on 'problems of effectiveness in service delivery, accountability and transparency of local authorities in Zambia.' He did not discuss problems of effectiveness in service delivery, accountability and transparency of other institutions at the local level such as deconcentrated sector ministries, traditional rulers, CBOs, Non-governmental Organisations (NGOs) and international donors. In addition, he did not cover issues of popular participation in poverty alleviation matters. The above-mentioned issues and matters needed to be covered and/or discussed so as to broaden the understanding of the nature of popular participation at the local level.

Loljih et al (2001)'s study, 'Co-operation for District Development' in Zambia, managed to draw two significant conclusions: firstly, civic education is seen as the first priority for the improvement of local governance. This kind of education 'enhances participative democracy and raises levels of administration and management accountability.' Secondly, local government institutions play a major role in initiating activities and strategies of popular participation in local

affairs. Once the process has been initiated, CBOs, NGOs and donors tend to play a crucial role in successful implementation and even making adjustments to the activities and strategies to meet local needs. This review is relevant to our study because it shows that initiating the process of popular participation in local affairs requires civic education with local government institutions taking a leading role. Although Lolojih et al (2001) managed to provide insights on 'Co-operation for District Development,' they did not focus directly on popular participation in poverty alleviation activities and strategies. As such, there was need for our study to be conducted to provide information that specifically dealt with popular participation in poverty alleviation activities and strategies in a decentralised system of government.

Some lessons on poverty alleviation, decentralisation measures and participation can be drawn from literature on other African countries besides Zambia. Bwalya (2002), analysing Community-based Wildlife Management (CBWM) programmes in Zimbabwe, Zambia, Tanzania, Mozambique, Botswana and Namibia, concluded that CBWM programmes in Southern Africa had recorded limited success in promoting equitable popular participation and community development due to lack of devolution of power and ownership rights of wildlife from the State to the traditional owners of the resources, the local communities. The reviews of Bwalya (2002) show that lack of consultative decision-making processes with local communities undermine the effectiveness of popular participation and community development initiatives.

Kyei's (undated) analysis of 'Decentralisation and Poverty Alleviation in Rural Ghana,' asserts that the failure by local government assemblies to view development and poverty alleviation holistically, to put people first and to take rural areas as partners in the development process makes the rural poor unable to benefit from a comprehensive decentralisation programme. Similarly, Høgvold's (1999) 'Government by the People? Patterns of Participation in a Decentralised Political System,' focusing on Local Government in Ghana concludes that despite citizens having various channels to influence political decisions, their participation is reduced by illegitimacy in society. The reviews of Kyei (-) and Høgvold (1999)

are relevant to our study because they show that the existence of inappropriate local government structures is an ineffective strategy of facilitating popular participation in development, poverty alleviation and/or political activities.

Lessons can also be drawn from studies carried out in developing countries or Third World Countries (TWCs) outside the African continent. In their study, 'The Contribution of Beneficiary Participation to Development Project Effectiveness,' focusing on the 'CARE Water Health Service Project' in Peru, Finsterbusch and Van Wicklin (1987) showed that local people lost their enthusiasm to participate in the implementation of the water supplies project because of the following: firstly, there was delayed implementation of the project. Secondly, the project demanded 'inordinate' or excessive amounts of labour. Thirdly, there was the introduction of 'food for work' as a pattern of participation in place of the historical patterns of community participation and voluntary self-help (Finsterbusch and Van Wicklin, 1987: 20).

Lessons on successful strategies of popular participation for poverty alleviation can be drawn from the following: In their book, 'Voices of the Poor,' Narayan et al (2000: 271) conducted a study in rural and urban communities of Armenia and concluded that 'in the absence of connections to the state resources,' informal networks and associations of poor people become critical for survival. They become 'poor people's lifelines.' From this review, we learn that organisations that are rooted in local communities are vital in meeting local people's basic needs.

Based on the proceedings of the 'Symposium of Development and Innovation of Participatory Approaches in Southwestern Region' of China, Ford Foundation (2003) indicates that incomes are increased and problems of food and clothing resolved in peasant villages when peasants become actors instead of spectators in poverty alleviation activities. The review shows that engaging project beneficiaries at the stages of project formulation and implementation ensures that poverty is resolved at the local level.

In her book entitled 'Public Administration Concepts and Theories,' Basu (1994: 386-91) surveys 'People's Participation in India' and concludes that popular

participation in the administration of developing countries like India is greatly restricted by a combination of 'the colonial legacy, social diversity, poverty and illiteracy and the peculiarity of the political process.' In relation to this dissertation, the review of Basu (1994) is relevant because it shows that the concept of participation is affected by a combination of factors, which can be cultural, economic, political, social and administrative in nature.

We also draw on lessons from the following: In a research report, 'Critical Analysis of Community-based Wildlife Resource Management in Southern Africa,' Bwalya (2002: 16) reviewed literature on 'the *Vana Samarakshana Samithi* (VSS) Joint Forest Management (JFM) programme in India' and concluded that conservation of forest extractions such as timber and fuel wood as well as social equity and community empowerment were achieved in record time because of: 1) the availability of 'external support from the Forest Department combined with social cohesion, strong kinship ties, the culture of forest protection and the tradition of popular participation in community affairs' among local people. 2) Clear specification of property rights and making the rights exclusive to the local community. From this review, we learn that community-based development programmes are successful when they are driven by community interest and participation and supported by external institutions.

More lessons on popular participation in a decentralised system of government can be drawn from literature on developed countries such as the United States of America (USA). Vilimpoc's (undated) analysis of 'The Net Effect on Popular Participation in Government' in USA concludes that 'the erosion of direct citizen participation in governance' is not the effect of insufficient media availability but it is the result of a media saturation, which 'increases the difficulty faced in distinguishing and filtering those issues which are truly relevant to an individual participant.' This review is relevant to our study because it shows that an insufficient impetus for popular participation in civic matters is not only created by lack of information but also by too much information, which is unmanageable.

To sum-up the section on literature review, it can be mentioned that on the one hand social science scholars see popular participation as an effective strategy of

managing public affairs as well as alleviating poverty in the local communities. On the other hand, popular participation is seen not to be easily achievable because of a number of factors that tend to affect it. Some of these factors are: inappropriate decentralisation measures, local people being satisfied with their living conditions, corruption and nepotism among local leaders, lack of civic education or information, media saturation, irresponsible local authorities and illegitimacy in society. Other factors are: delayed implementation of projects, projects demanding excessive amounts of labour and the introduction of patterns of participation that destroy the historical patterns of community participation and voluntary self-help.

Although the existing literature provides insights on strategies of poverty alleviation, decentralisation measures and factors that affect popular participation, the literature does not directly explain the nature and degree of popular participation in poverty alleviation activities and strategies in Zambia. Therefore, our study was conducted as an attempt to fill this gap in the existing literature.

The main lesson learnt from the literature on other countries such as Zimbabwe, Tanzania, Mozambique, Botswana, Namibia, Ghana, Peru, Armenia, China, India and USA is that effective popular participation and poverty alleviation can be achieved through a combination of the following four factors: Firstly, power and ownership rights of resources should be devolved from the Central Government to the local community so as to enable local people to perceive the resources as their own and use them to alleviate local poverty. Secondly, there must be established consultative decision-making structures at the local level so that local people have a platform to participate in the processes of decision-making on matters that affect them. Thirdly, local people should have access to adequate, clear and manageable information to enable them make reasonable contributions as they participate in poverty alleviation activities and strategies. Fourthly, external support should be availed to local communities so as to supplement local resources such as human, material, equipment and financial resources (Bwalya, 2002; Kyei, \_; Høgvold, 1999; Finsterbusch and Van Wicklin, 1987; Vilimpoc, \_; Narayan et al., 2000; Ford Foundation, 2003; Basu, 1994).

## **Methodology**

The methodology used in this study was as follows:

### **Study Design**

The study design was a case study, focusing on Mumbwa district in Zambia. The case study design was preferred to other study designs because of the following: firstly, a case study investigates a contemporary phenomenon. In this study, the subject for investigation was the existing relationship between decentralisation of government and popular participation in poverty alleviation activities and strategies. Secondly, a case study relies on multiple sources of data. In this study, both secondary and primary sources of data were used. Thirdly, case studies allow for insights to be gained about a particular phenomenon at costs and time that are relatively lower than what would be incurred when using other study designs (Høgvold, 1999).

### **Sampling Designs and Sample Size**

The sampling designs used in this study were:

- 1) Purposive sampling: this design, also known as judgemental sampling 'is based on the judgement of the researcher regarding the characteristics of a representative sample.' A sample is chosen on the basis of what the researcher thinks is typical of the population under investigation (Bless and Achola, 1988: 69).
- 2) Systematic sampling: this design, also known as interval sampling 'is based on the selection of elements at equal intervals, starting with a randomly selected element on the population list.' This sampling design is simpler and quicker than using the table of random numbers (Ibid: 65).

The study comprised of a pilot and the main study. A sample of five respondents was engaged in the pilot study, comprising of one representative of Community-based Organisations (CBOs) and four local people. The sampling design at this stage was purposive sampling. To arrive at the required sample, Chabota ward was purposively selected, which was among the wards not selected

for the main study within Mumbwa district. From this ward, the five respondents were then purposively selected. The idea of conducting a pilot study was to test the study instruments so as to provide insights on the performance of the instruments and to enable necessary adjustments to be made before conducting the main study.

In the main study, a total sample of 238 respondents was engaged, comprising 58 key informants and 180 local people. Among key informants, there were: three members of the District Development Coordinating Committee (DDCC), three representatives of the District Council Secretariat, three current ward councillors, six representatives of the Ward Development Committees (WDCs), nine representatives of CBOs/NGOs/International donors, ten village headmen, three ruling political party (Movement for Multiparty Democracy) (MMD) officials and three opposition political party officials. The opposition political party officials were from United National Independence Party (UNIP) and United Party for National Development (UPND). Other key informants included two former councillors, five religious leaders, three representatives of Cooperative societies, four representatives of private companies, two representatives of Parent-Teacher Associations (PTAs) and two Environmental Health Technologists. At the level of local people, there were 60 respondents from Myooye, 60 from Mupona and 60 from Nampundwe wards.

The sampling designs in the main study were purposive sampling and systematic sampling. To arrive at the required sample size, the following procedure was employed: from Mumbwa West constituency, Mupona ward was purposively sampled. Mupona ward was selected because it represented urban areas in the district. From Nangoma constituency, Myooye ward was systematically sampled. The selection of a ward from Nangoma constituency was to ensure that rural areas in the district were also represented. From Mwembeshi constituency, Nampundwe ward was purposively selected. The selection of Nampundwe ward was to ensure further representation of both rural and urban areas in the district. Furthermore, the selection of a ward from each constituency was to ensure that the final sample was representative of all the three constituencies in Mumbwa district.



After selecting the wards, the current councillor for each selected ward became part of the final sample. Thereafter, from each sampled ward, two representatives of the WDC, three representatives of CBOs/NGOs/International donors, two political parties' officials, one representative of a Cooperative Society, and two other recognised leaders in the community (such as religious leaders and Environmental Health Technologists) were purposively selected. Two former councillors (one from Myooye ward and another one from Nampundwe ward) were also purposively selected. In addition, two representatives of PTAs (one from Mupona ward and another one from Nampundwe ward) were purposively selected. Four representatives of private companies in Mumbwa district were also purposively selected.

At the level of village headmen, five of them were purposively selected from Myooye ward and another five from Nampundwe ward. At the levels of District Council Secretariat and DDCC, three representatives were purposively sampled from each of these two levels. Finally, at the level of local people, 60 households from each sampled ward were systematically selected. In order to select the households, the researcher started with purposively selecting one settlement such as a compound or village in the ward. The settlement acted as the starting point for the study. Having arrived at the starting point, the researcher purposively selected the direction from which the selection of the households would begin. Knowing the direction, the fifth household was chosen. After picking the household, one adult (18 years or older) was purposively selected to be interviewed.

### **Instruments of Data Collection**

The study relied on both secondary and primary sources of data. The two sources of data were used so that they could supplement each other.

### **Secondary Data**

Secondary data refer to data collected by other researchers in connection with other research problems. In this study, secondary data were collected from

both published and unpublished documents in the areas of decentralisation, local government, participation and poverty alleviation. The sources of the documents included individuals, organisations, libraries and the Internet.

### **Primary Data**

Primary data refer to data collected by researchers on their own 'for the particular purpose of their research' (Bless and Achola, 1988: 74). In this study, two types of primary data were collected. These are qualitative and quantitative data. Qualitative data were collected through semi-structured interviews with three District Council Secretariat officials, three DDCC members, three current ward councillors, six WDC members, ten CBO/NGO/International donor organisations officials, ten village headmen, six political party officials, two former councillors, three Cooperative Societies' officials, four private companies' officials, two PTA officials and seven other recognised local leaders such as religious leaders and Environmental Health Technologists. In the case of quantitative data, they were collected through structured interviews with 184 local people. Put together, there were a total of 243 respondents and key informants involved as sources of primary data for both the pilot and main studies. The main reason for including primary data in the study was that 'data collected in this way are the most adequate to fulfill the aims of the research since the gathering of the data is directed towards answering precisely the question raised by the researcher' (Ibid).

### **Data Analysis Techniques**

Primary data from key informants and secondary data were analysed manually. Primary data from local people were processed and analysed using Statistical Packages for the Social Sciences (SPSS).

### **Limitations of the Study**

The study faced the following limitations:

- 1) When selecting the samples, purposive and systematic sampling designs were used. These designs have their own weaknesses. In the case of systematic

sampling it 'relies on the availability of a complete, unbiased population list. Moreover, this list must not have any cyclical or periodic characteristics' (Bless and Achola, 1988:65). To the contrary, during the study's fieldwork visits or data collection, a complete and unbiased population list was not available. This was because of cases where some household members were away at the time of interview visits and others just refused to be interviewed either because they were busy or wanted to be paid or their husbands were not around in the case of female respondents. For purposive sampling, its main weakness is that it relies 'more strongly on subjective considerations of the researcher than on scientific criteria' (Ibid: 70). However, in this study, the use of purposive sampling could not have led to uncontrollable results because the researcher knew the population under study.

- 2) Initially, the researcher wanted to interview six former councillors. Two of them from each sampled ward. However, this could not be achieved. Only two former councillors were actually interviewed. One of them was from Myooye ward and another one from Nampundwe ward. Other councillors could not be interviewed because either they were never found at their homes or they had relocated to other wards or districts and could not be reached.
- 3) The researcher was unable to collect data on salary levels for employees in some of the private companies operating in Mumbwa district such as Mumbwa Cotton Ginnery and Nampundwe Mine because their managements were not willing to reveal the salaries.

## **Chapter Outline**

The dissertation has been organised into seven chapters. Chapter one is the introduction. Chapter two discusses the socio-economic profile of Mumbwa district. It analyses demographic factors such as population size, sex ratio, children and adult distributions, literacy levels, child mortality rates and life expectancy. It also analyses economic activities in the district including levels and sectors of employment as well as incomes. There is also an analysis of the accessibility of social services like education, health care, food, housing and safe drinking water.

There is also an analysis of the manner in which poverty alleviation activities are coordinated in the district. Chapter three examines deconcentrated sector ministries in relation to popular participation for poverty alleviation. Ministries being examined include Ministry of Agriculture and Cooperatives, Ministry of Health and Ministry of Education. Chapter four examines devolved government institutions in relation to popular participation for poverty alleviation. Here, institutions being examined are the District Council, Ward Development Committees (WDCs) and Traditional rulers. Chapter five considers decentralisation, Community-based Organisations (CBOs) and popular participation for poverty alleviation. Chapter six addresses the extent to which external interventions enhance popular participation for poverty alleviation in a decentralised system of government. The focus is on external organisations such as Non-governmental Organisations (NGOs) and international donors. Chapter seven concludes the analysis and suggests the way forward. Appendices provide questionnaires used to collect data.

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## **CHAPTER 2: A SOCIO-ECONOMIC PROFILE OF MUMBWA DISTRICT**

### **Introduction**

This chapter discusses the socio-economic profile of Mumbwa district. Having noted in chapter one that despite Zambia having a decentralised system of government, poverty levels are still high, it is therefore necessary to understand the nature of that poverty and to identify areas that require appropriate interventions so as to alleviate it. Discussing the socio-economic profile of Mumbwa district therefore helps us to understand the nature of poverty in the communities.

To achieve its purpose, the chapter begins by analysing the demographic factors of Mumbwa district. These include population size, sex ratio, children and adult distributions, literacy levels, child mortality rates and life expectancy. Thereafter, an analysis of economic activities in the district will be done, including levels and sectors of employment as well as incomes. The next section will analyse accessibility of social services in the district. Here services being analysed are education, health care, food, housing and safe drinking water. The next section will analyse the manner in which poverty alleviation activities are coordinated in the district. The final section will be a conclusion.

### **Demographic Factors**

In terms of population size, Central Statistical Office (2004: 23) indicates that Mumbwa district has 158,861 people, and a growth rate of less than one percent. The population comprises 79,795 males and 79,066 females, making a sex ratio of one to one. In terms of the distribution of the population between children and adults, Central Statistical Office (2001: 43) indicates that Mumbwa district has got 57,971 people aged 16 years and above. On the other hand, the population of people below the age of 16 years, is 100,890. This shows that the number of children in Mumbwa district is almost twice that of adults.

In terms of literacy levels, Central Statistical Office (2004: 47) reveals that for the population aged five years and above, the rate of literacy in Mumbwa district is 57 percent. Compared to the provincial and national rates, the literacy



rate of Mumbwa district is higher. The literacy rate for Central province is 55.8 percent while the national rate is 55.3 percent.

In the area of Child Mortality, Central Statistical Office (2004: 101) shows that overall there are 64 deaths per 1,000 children in Mumbwa district. However, compared to the provincial and national rates, Mumbwa district has a lower rate of child mortality. The rate at provincial level is 73 deaths per 1,000 children while at national level it is 82 deaths per 1,000 children.

According to Central Statistical Office (2004: 109), Life Expectancy at Birth in Mumbwa district is 53 years. In terms of rural-urban residence within the district, people residing in rural areas have a higher number of years expected to live than their urban counterparts. The number of years expected to live for someone in the rural areas of Mumbwa district is 54 while in the urban areas it is 44. However, compared to the provincial and national figures, people in Mumbwa district have a slightly higher life expectancy. At provincial level, Life Expectancy is 51 years while at national level it is 50 years.

### **Economic Activities**

This section discusses economic activities. The main economic activities in Mumbwa district are agriculture and retail trading. The livelihoods of people in this district are heavily dependent on agriculture from which they obtain income and food requirements. The common crops include maize, cotton, paprika, groundnuts, sunflower, cowpeas and soya beans.

According to Central Statistical Office (2004: 66), the economically active population (labour force) in Mumbwa district is about 48,134. This represents 30 percent of the total population of the district. According to Central Statistical Office (2004: 71), the majority of the labour force in Mumbwa district participates in economic activities. 55 percent of the labour force is employed while 45 percent are unemployed. In terms of employment by sex, 63.8 percent of the male labour force and 46 percent of the females in Mumbwa district are employed. This shows that more males are economically empowered than females. However, compared to the provincial and national levels, the participation rate in economic activities in

Mumbwa district is lower. At provincial level, 55.3 percent of the labour force is employed and at national level, the rate is 56 percent.

At this stage, it is important to mention that the majority of the labour force in Mumbwa district is self-employed mainly in the agricultural sector. For example, 30,129 farmers had supplied cotton to Mumbwa Cotton Ginnery during the 2004/5 farming season (Interview with the Agriculture Manager, Dunavant Zambia Limited, Western Region, August 2005).

The other proportion of the labour force in Mumbwa district is formally employed. Both private and public institutions provide formal employment in the district. Among the private companies, there is Dunavant Zambia Limited-Western Region, Consolidated Farming Limited-Kafue Sugar and Konkola Copper Mines Plc-Nampundwe Mine. In the case of public institutions, they include deconcentrated sector ministries, government departments and the District Council.

However, only relatively fewer people are formally employed in Mumbwa district. For example, Dunavant Zambia Limited-Western Region has got 133 permanent employees and 450 classified daily employees (Interview with the Operations Manager, Dunavant Zambia Limited, Western Region, August 2005). Nampundwe Mine has got 407 employees (Interview with the Head-Human Resources Department, Nampundwe Mine, August 2005). Consolidated Farming Limited-Kafue Sugar has got 1,700 employees (Interview with the Operations Manager, Kafue Sugar, August 2005).

In terms of income levels, the lowest annual income for cotton producers in Mumbwa district during the 2004/5 farming season was around ZM K224,000 per farmer, translating into ZM K18,667 per month. The average annual income for the same cotton producers was ZM K881,440 per farmer, which translated into ZM K73,453 per month (Interview with the Agriculture Manager, Dunavant Zambia Limited, Western Region, August 2005).

In the case of maize producers, Bwalya (2002: 7) argues that on average a household in Chief Shakumbila's area produces 11 x 90 kilogrammes (kg) bags of maize. This means that if we used Food Reserve Agency (FRA)'s floor price of ZM K36,000 per 50kg bag of maize for the 2005/6 marketing season, the cost of 11 x

90kg bags would be ZM K712,800. This amount would be the average annual income for a household that grows maize. However, Bwalya (2002: 8) further argues that most of the farmers 'use high proportions of their yield to meet household food requirements. Only 22 percent of the total maize produced is sold, the rest forms part of household food reserve.' This means that most of the farmers who grow maize in Chief Shakumbila's area would have incomes that are less than ZM K712,800 per annum or ZM K59,400 per month.

During the 2003/4 farming season, the incomes for most of the farmers in Myooye ward were around ZM K1,000,000 per year or ZM K83,000 per month (Interview with the Secretary of Myooye Agriculture Cooperative Society, October 2004).

As for those in formal employment, their income levels are as follows: At Mumbwa District Council, employees' salaries range from ZM K276,539 for the lowest paid to ZM K1,522,000 for the highest paid per month. The majority of the Council employees are paid around ZM K290,000 per month (Interview with the District Treasurer, August 2005).

Among employees of the Central Government operating at district level, their salaries range from ZM K350,000 to ZM K3,000,000 per month, with the majority of them being paid around ZM K600,000 per month (Interview with the District Administrative Officer, Mumbwa district, August 2005).

At Consolidated Farming Limited-Kafue Sugar, the monthly salary for the lowest paid employee is ZM K182,000 while the highest paid is ZM K15,000,000 per month. The majority of the other employees are paid ZM K208,000 per month (Interview with the Operations Manager-Kafue Sugar, August 2005). In the cases of Mumbwa Cotton Ginnery and Nampundwe Mine, their respective managements were not willing to reveal the salaries of their employees. However, one respondent, employed as a casual worker at Mumbwa Cotton Ginnery indicated that he was being paid ZM K170,000 per month (Interview held in October 2004). Another respondent, employed as a driver at Mumbwa Cotton Ginnery revealed that his monthly salary was ZM K500,000 (Interview held in October 2004).

Another employee, a secretary at Mumbwa Cotton Ginnery said that her basic salary was ZM K823,000 per month (Interview held in August 2005).

From the foregoing, it can be noted that income levels in Mumbwa district range from below ZM K20,000 to above ZM K10,000,000 per month, with the majority of the people (mainly farmers) earning less than ZM K100,000 per month. In other words, it can be argued that the earnings of the majority of the people in Mumbwa district are below US \$20 per month or two-thirds of a US dollar per day.

### **Provision of Social Services**

This section discusses the manner in which social services are provided to and accessed by local people. For the purposes of this dissertation, the services being examined are education, health care, food, housing and safe drinking water.

In terms of education services, Central Statistical Office (2004: 3) reveals that there are nine Community schools, 76 Primary schools, eight Basic schools and three High schools in Mumbwa district. This means that there are 93 schools providing Basic Education (from grade one to nine) and only three schools providing Senior Secondary Education (from grade ten to 12). Central Statistical Office (2004: 53, 57) shows that the Net School Attendance Rate at primary level (the percentage of the primary school age population currently attending primary grades, grades one to seven) in Mumbwa district is 67.4 percent. At secondary level, the Net School Attendance Rate (the percentage of the secondary school age population, children aged 14 to 18 years, currently attending secondary school grades) in Mumbwa district is 32.2 percent. However, compared to the provincial and national rates, the rates of school attendance in Mumbwa district are higher. At primary level, the provincial rate is 61.3 percent while the national rate is 60 percent. At secondary school level, the provincial rate is 29.9 percent while the national rate is 30.9 percent (Central Statistical Office, 2004: 53, 57). What this suggests is that despite the rates of school attendance in Mumbwa district being higher than the provincial and national rates, there are still fairly large percentages of children who do not have access to education especially at secondary school level.

According to an Environmental Health Technologist at Myooye Rural Health Centre, a fairly large number of local children are unable to attend school because school facilities are limited and sparsely located. The schools are far apart, creating long distances that are travelled by pupils in order to attend school. For example, pupils that reside in Kalyangile village walk for about seven kilometres to reach either Myooye Basic School or Nachilumbi Basic School. In addition, during rainy season school attendance rate is further reduced because the children cannot manage to walk in the rains for long distances. The situation is even worse for pupils at Myooye Basic School where after a heavy downfall Myooye stream overflows its banks for a number of days making it difficult for pupils to cross and attend school (Interview with Headman Kalyangile, October 2004).

At Taonga Community School in Nampundwe ward, there was a problem of lessons being conducted under a tree because the school lacked classrooms and desks (Interview with the Assistant to Headman Shakainga, October 2004).

At secondary level, school attendance rate is further reduced by the need to pay school fees. According to one parent in Myooye ward, his son could not proceed to Grade Eight at Kapyanga Basic School because his household could not afford to pay the required ZM K90,000 per term. The same parent also had a daughter who had temporarily stopped school in Grade 11 at Mumbwa High School for failure to pay the required ZM K220,000 per term. However, the Forum for African Women Educationalists of Zambia (FAWEZA) came to the aid of the household and started paying for the girl's education. This enabled the girl to continue attending school at Mumbwa High School (Interview held in October 2004).

In terms of accessibility of health care, Central Statistical Office (2004: 3) statistics show that there are 23 health institutions with 251 bed spaces in Mumbwa district. There are 15 government-owned, three mission and five private health centres in the district. The distribution of health institutions in the selected wards is as follows: in Mupona, Myooye and Nampundwe wards, there are two health institutions respectively (Interview with the District Director of Health, August 2005).

However, the two health centres in Nampundwe ward, namely, Nampundwe Rural Health Centre and the Mine Clinic were considered to be too small to cater for the population of the ward. The health centres were also inadequately equipped. For example, there was no mortuary facility at Nampundwe Rural Health Centre. In the cases of death, the bodies were either buried as soon as possible to prevent decomposition or taken to Lusaka for mortuary services. The health centres were also characterised by drug shortages (Interview with Nampundwe Ward Councillor, October 2004).

Similarly, health centres in Nangoma constituency are located several kilometres apart thereby subjecting patients to travelling long distances to access health care. For example, from Kalyangile village in Myooye ward to either Myooye Rural Health Centre or Nangoma Mission Hospital, one needs to travel a distance of about seven kilometres to reach the health centres. In addition, the distances between health centres tend to subject patients to more suffering because they have to walk, cycle or be transported on bicycles and ox-carts to reach the centres. There is no public transport to service the feeder roads (Interview with Headman Kalyangile, October 2004).

On average, health centres in Mumbwa district are located 18 kilometres apart (Interview with the Acting District Director of Health, October 2004). What this suggests is that accessing health care in Mumbwa district is associated with the cost of walking long distances such as nine kilometres if the patient stays mid-way between the health centres.

Some people in Mumbwa district do not seek health care at the local health institutions because the managements of these institutions demand for user-fees before rendering the services. For example, one respondent in Mupona ward indicated that despite having a toothache, he could not go to Mumbwa District Hospital and have the tooth extracted because he could not afford to pay the required amount of about ZM K40,000. Instead, he had resorted to putting battery acid in his cavities so as to ease the pain. Similarly, one woman in Shakainga village in Nampundwe ward indicated that despite having a toothache she could not

go to Nampundwe Rural Health Centre and have the tooth extracted due to lack of money (Interviews held in October 2004).

In terms of food availability, many people in Mumbwa district have no access to adequate food. The most adversely affected are people living in the villages. Occasionally, these people rely on relief food from the government, Non-governmental Organisations (NGOs) and Community-based Organisations (CBOs) (Interview with the Councillor representing chiefs in the district, October 2004).

According to Mumbwa District Council Management, the Zambian government had been providing relief food whenever shortages were reported in the district. For example, all the constituencies in the district received relief maize from the government in 2003 (Interviews held in October 2004). Similarly, Christian Children's Fund (CCF) Incorporated Zambia had been providing food stuffs such as maize meal and beans to children in Shimbizhi and Nambala wards in Mumbwa West constituency since the year 2000. This was aimed at improving food security at household level (Interview with the Project Development Manager, CCF-Shimbizhi Family Helper Project, October 2004). Mumbwa Home-based Care project had also been providing food stuffs such as cooking oil, beans, kapenta and mealie meal to Tuberculosis (TB) patients, the aged and orphans in Mupona ward since the year 2000 (Interview with a priest at Mumbwa Catholic Church, October 2004).

However, there was a general complaint among local leaders especially in the villages, about inadequate and unreliable supplies of relief food. For example, there was neither an NGO nor donor organisation operating in Nampundwe ward. The only source of relief food was the government, which was also unreliable. The last time that the government had supplied relief food to Nampundwe ward was in 2003 (Interviews with Nampundwe Ward Councillor and Headman Shakemba, October 2004).

Despite most of the farmers in Mumbwa district using high proportions of their yields to meet household food requirements, in some years they relied on relief food because they could not produce enough on their own due to poor rains and lack of cattle on which the agricultural sector depended. The death of cattle due

to diseases such as corridor, and foot and mouth would leave local farmers with very limited means of cultivating the land. In the case of crops, their growth would be impeded by prolonged cases of drought (Interview with the District Planning Officer, October 2004).

In the area of housing, the villages of Mumbwa district are characterised by temporal housing structures. The houses are made of mud and thatched using grass. This is because local people have no resources to enable them build durable structures (Interview with an Environmental Health Technologist at Myooye Rural Health Centre, October 2004). In the townships however the houses are somewhat durable. They are made of concrete blocks and roofed using iron sheets and asbestos (Interview with Mumbwa District Council Secretary, October 2004). However, despite township housing structures being relatively durable, they do not adequately meet accommodation needs of the residents. For example, it is common to find two or three unmarried brothers living in a one-roomed house in Nampundwe Township. This is because most of the local people cannot afford to build durable houses on their own (Interview with a Nampundwe Ward Development Committee Trustee, October 2004).

In the area of safe drinking water, the main sources in Mumbwa district are taps and boreholes. Tap water is mainly found in the townships while boreholes supply the villages. To some extent, boreholes are also found in the townships. Under the Central Province Rural Water Supply and Sanitation programme being implemented by the District Council in collaboration with the Africa Development Bank (ADB), Mumbwa district has been given 410 boreholes and about 300 have already been drilled in different parts of the district. For example, 15 boreholes have been sunk in Mupona ward, 12 in Myooye ward and 21 in Nampundwe ward. However, the district is still faced with inadequate supplies of safe drinking water. In some communities especially in the villages, people walk for a kilometre or two to reach a borehole (Interview with the District Planning Officer, August 2005).

Because of lack of access to sources of safe drinking water, some communities tend to rely on unsafe sources such as shallow wells. Shakemba village is one of the 13 villages in Nampundwe ward without a borehole or any



other source of safe water. As such, the residents of Shakemba village rely on wells whose water is unsafe (Interview with Headman Shakemba, October 2004).

Similarly, a fairly large number of villages in Myooye ward do not have boreholes. The residents just depend on unsafe sources of water supply such as wells. In addition, even in communities where boreholes have been sunk, the residents still have to travel long distances to reach them. For example, the distance between one borehole at Myooye Rural Health Centre and another one at Myooye Basic School is more than one kilometre (Interview with a former Councillor for Myooye ward, October 2004).

On average, the residents of Myooye ward walk for more than 15 minutes to reach a borehole to access safe drinking water. Because of the long distances that people are made to travel to reach a borehole, a fairly large number of them do not use water from the boreholes instead they use unsafe sources such as shallow wells (Interview with an Environmental Health Technologist at Myooye Rural Health Centre, October 2004).

Townships too, experience water problems. For instance, about 2,000 pupils at Nampundwe High School (a day school in Nampundwe Township) depend on one tap (Interview with a teacher at Nampundwe High School, October 2004).

### **Coordination of poverty alleviation activities**

This section discusses the strategy used to coordinate poverty alleviation activities in Mumbwa district. The discussion is important because it enables us to gain insights on whether or not poor coordination of poverty alleviation activities plays a role in increasing poverty levels in the district.

The task of coordinating all development and poverty alleviation activities in the district is vested in the District Development Coordinating Committee (DDCC). The DDCC comprises representatives of the Office of the District Commissioner (DC), District Council, all Heads of Government Departments, parastatal companies, Non-governmental Organisations (NGOs), Faith-based Organisations (FBOs) and any other active organisations in the district. The chairmanship of the DDCC is held by the Office of the DC while the secretariat is

held by the District Council. Although the composition of the DDCC is multi-sectoral, its capacity to effectively coordinate all development and/or poverty alleviation activities in the district is limited because of lack of a legal mandate to back its operations. Its decisions are not legally binding (Interview with the District Administrative Officer, August 2005).

Since the DDCC is not a legal body, it cannot sanction organisations that abscond its meetings. Various organisations also tend to follow their own development and/or poverty alleviation plans. For example, NGOs come in the district with their own terms based on the conditionalities given by their donors. Some of the NGOs are not even willing to reveal how much they spend or intend to spend in their development activities. This has made it difficult for the DDCC in general and the Council in particular to determine the cost-effectiveness of development and/or poverty alleviation activities that are implemented in the district (Interview with the District Planning Officer, August 2005).

In addition, most of the DDCC members in Mumbwa district do not attend DDCC meetings because attendance of the meetings is on voluntary basis. The members are neither compelled to attend the meetings nor paid sitting allowance. As a result, there is poor consultation among institutions operating in the district and eventually poor coordination of development and/or poverty alleviation activities (Interview with the Project Development Manager, CCF-Shimbizhi Family Helper Project, October 2004).

## **Conclusion**

The evidence we have presented reveals that Mumbwa district has a sex ratio of one to one and about 63 percent of its population are children below the age of 16 years (Central Statistical Office, 2004; Central Statistical Office, 2001). The evidence also reveals that despite the existence of a decentralised system of government, the residents of Mumbwa district have inadequate access to vital socio-economic needs such as education, health care, food, housing, safe drinking water and income. The findings clearly indicate that in some years, local people fail to produce adequate food because of their inability to mitigate the effects of

prolonged cases of drought and livestock diseases such as corridor, and foot and mouth. There are also limited employment opportunities in the district. Only 55 percent of the 48,134 economically active population in Mumbwa district are employed, mainly in the agricultural sector while the rest are unemployed. The employment rate in the district is even lower than the national rate. At national level, 56 percent of the labour force participates in economic activities (Central Statistical Office, 2004). The findings also suggest that there are low income levels in Mumbwa district. Most local people's earnings are around two-thirds of a US dollar per day. In addition, to access social services such as education and health care, local people need to travel long distances to reach the service centres as well as to pay user-fees that seem to be too high for them to afford.

Effective poverty alleviation in Mumbwa district seems to be further impeded by the fact that the District Development Coordinating Committee (DDCC) is unable to effectively coordinate poverty alleviation activities in the district due to lack of a legal mandate to back the enforcement of its decisions.

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## **CHAPTER 3: DECONCENTRATED SECTOR MINISTRIES AND POPULAR PARTICIPATION FOR POVERTY ALLEVIATION**

### **Introduction**

This chapter discusses the extent to which deconcentrated sector ministries facilitate popular participation in poverty alleviation activities and strategies. The ministries are being discussed because they play a vital role in providing social services in the communities and in linking local people to participation in poverty alleviation activities. Units of sector ministries have been set up in Mumbwa district to carry out specific central government functions. For the purposes of this dissertation, the following ministries will be discussed: Ministry of Agriculture and Cooperatives, Ministry of Health and Ministry of Education. To achieve its purpose, the chapter has been divided into five sections. The first section is the introduction. The second section will discuss the Ministry of Agriculture and Cooperatives. The third section will discuss the Ministry of Health. The fourth section will discuss the Ministry of Education. The fifth section will be a conclusion.

### **Ministry of Agriculture and Cooperatives**

The Ministry of Agriculture and Cooperatives is in charge of carrying out government functions in the areas of agriculture and cooperatives. For the purposes of carrying out these functions, Mumbwa district has been divided into eight administrative units called blocks. Each block is sub-divided into camps. The number of camps in each block range from three to eight. Each camp is further divided into Cooperative societies. There are 235 Cooperative societies in Mumbwa district. The Cooperative societies are composed of local people such as farmers. On average, a Cooperative society in Mumbwa district has got 120 members. Once a Cooperative society has been established, the members elect a Board of Directors headed by a chairperson. The term of office for Board Members varies from one Cooperative society to another. Some have a two-year term while others three years. In addition, each Cooperative society needs to be registered by

the Registrar of Cooperative Societies for it to be recognised by the Ministry of Agriculture and Cooperatives. The registration process is facilitated by the District Agricultural Coordinator (DACO) (Interview with the Acting District Marketing and Cooperatives Officer, August 2005).

Among the programmes that the Ministry of Agriculture and Cooperatives has been implementing in the communities is the Fertiliser Support Programme (FSP). Under the FSP, the ministry provides farming inputs such as fertiliser and seeds to members of Cooperative societies at a subsidised rate. The ministry pays 50 percent of the total cost of the inputs while farmers pay the remaining 50 percent. For example, during the 2004/5 farming season, the total cost of a 50 kg bag of fertiliser was ZM K108,000. Out of this amount, farmers were paying ZM K54,000 while the government paid the other ZM K54,000. In the case of seeds, the cost of a 20 kg bag of S513 maize seed was ZM K126,000. Out of this amount, farmers were paying ZM K63,000 while the government paid the other ZM K63,000 per bag. The cost of a 20 kg bag of S621 maize seed was ZM K130,000. Out of this amount, farmers were paying ZM K65,000 and the government was paying the other ZM K65,000 per bag. The FSP is a policy of the Zambian government aimed at benefiting small and medium scale farmers (Interview with the District Agricultural Coordinator, August 2005).

The process of local people accessing farming inputs under the FSP starts from the community level. Individual members of Cooperative societies make their applications for subsidised farming inputs and submit them to their respective Cooperative Boards of Directors. Thereafter, the Cooperative Boards assess the applications, make recommendations and submit them to Block Extension Officers who in turn make submissions to the District Agriculture Committee for final approval (Interview with the District Agricultural Coordinator, August 2005).

However, farming inputs under the FSP are too inadequate to meet the needs of local people. Most of the local farmers do not receive the inputs. For example, during the 2004/5 farming season, Mumbwa district received 15,000 x 50 kg bags of D Compound fertiliser and 15,000 x 50 kg bags of Urea fertiliser. The fertiliser could not cater for all the 235 Cooperative societies in the district. Only

156 cooperatives received the inputs. Even in these cooperatives, the majority of the members did not receive the farming inputs. There were only 3,740 farmers that received the inputs in the district as a whole. In each of the 156 selected Cooperative societies, there were between 15 and 18 individuals who actually received the inputs. Each individual received eight x 50 kg bags of fertiliser (four bags of D Compound and four bags of Urea). At the stage of beneficiary identification, priority was given to cooperatives that did not receive the inputs in the previous farming season. Those who had benefited during the 2003/4 farming season did not receive the inputs for the 2004/5 season. This criterion was used because the farming inputs were very limited and could not cater for all the farmers in the district (Interview with the Acting District Marketing and Cooperatives Officer, August 2005).

The Ministry of Agriculture and Cooperatives also had difficulties to monitor the manner in which local people used the farming inputs due to lack of resources. Some Camps, especially those that were far away from the District Administration Headquarters had no Camp Officers. There were also no vehicles to provide transport services to the officers (Interviews with the Acting District Marketing and Cooperatives Officer and the District Agricultural Coordinator, August 2005).

Lusamba Agriculture Cooperative Society is one of the 14 cooperatives in Mupona Camp. The main activity of this cooperative society is farming. Crops that are grown include maize, soya beans, cotton and sunflower. The cooperative has got 100 members. 77 of them are males while 23 are females. However, the majority of the local people are not members of Lusamba Agriculture Cooperative Society because they cannot manage to pay the membership fee and/or share capital. The membership fee is ZM K30,000 while the share capital is ZM K100,000 per member. Share capital refers to money realised from the sale of shares in the cooperative society and is used to fund activities of the cooperative. The share capital is determined by the number of shares that individuals buy from the cooperative. In this case, each member is required to buy ten shares from the cooperative at a cost of ZM K10,000 per share. Interest that is realised from

activities of the cooperative is given to shareholders at the Annual General Meeting. Lusamba Agriculture Cooperative Society has an elected Board of Directors whose term of office is three years. A Board member can only be re-elected once. The cooperative society holds a general meeting every year where the general membership decides on the activities to be carried out in the following year. However, this cooperative society is faced with financial problems. This is because some of its members fail to pay the share capital in full. The members also fail to generate profit from agricultural activities they engage in due to drought. For example, during the 2004/5 farming season, most of the members produced around five x 50 kg bags of maize. The highest producer had ten x 50 kg bags of maize. Others did not even have any produce (Interview with the Chairperson–Lusamba Agriculture Cooperative Society, August 2005).

In Myooye Camp, there is Myooye Agriculture Cooperative Society. This cooperative consists of 103 members involved mainly in the production and selling of agricultural crops such as maize and cotton. During the 2003/4 farming season, Myooye Agriculture Cooperative Society obtained subsidised fertiliser from the Ministry of Agriculture and Cooperatives and offered it to its members. The members (local farmers) paid 50 percent of the total cost of the fertiliser while the Zambian government paid the other 50 percent. However, most of the local people had not joined the cooperative because they were unable to raise the required 50 percent of the cost of fertiliser before the commodity could be delivered to them (Interview with the Secretary-Myooye Agriculture Cooperative Society, October 2004).

In Nampundwe Camp, there is Nampundwe Cooperative Society. Similarly, this cooperative society is involved in the production and selling of agricultural products such as maize and cotton. During the 2003/4 farming season, the cooperative obtained subsidised fertiliser from the government and offered it to its members. However, most of the local people were not members of Nampundwe Cooperative Society. This was because firstly, they were unable to raise the required 50 percent of the cost of fertiliser before the commodity could be delivered to them. Secondly, some of the local farmers got discouraged to join the



cooperative because the fertiliser that was obtained from the Ministry of Agriculture and Cooperatives was delivered when the farming season was coming to an end thereby making the commodity less useful (Interview with the Chairperson-Nampundwe Cooperative Society, October 2004).

According to government regulations, supplies of farming inputs were supposed to reach the farmers by the month of October each year. However, this was not usually achieved. The inputs tended to be delivered after October. For example, in 2004 fertiliser and seeds under the FSP were delivered in the month of December. This problem was attributed to government administration. The central government was responsible for the procurement and distribution of the inputs (Interview with the District Agricultural Coordinator, August 2005).

### **Ministry of Health**

The Ministry of Health carries out government functions in the area of health provision. For the purposes of effective functioning of the Ministry of Health, Mumbwa district has been divided into three administrative units called Zones. These are Eastern Zone, Central Zone and Western Zone. Each zone is subdivided into catchment areas that are serviced by individual health centres. There are 15 government-owned health institutions in Mumbwa district (Interview with the District Director of Health, August 2005; Central Statistical Office, 2004: 3).

To facilitate popular participation in the delivery of health services, each catchment area of a government-owned health centre has been divided into Neighbourhood Health Committees (NHCs). On average, there are between ten and 12 NHCs per catchment area of a health centre. A NHC is made up of individuals that are elected by local people within their community. The term of office for committee members is three years. A chairperson heads the NHC. The main function of NHCs is to look at the health of people in the communities. They identify diseases in the communities and report them to the health centre so that remedies are provided. They also disseminate health information to local people. Local people have the power to dissolve any NHC that is seen not to look at their health. When the action to dissolve a NHC is being taken, local people go through

their local leadership such as village headmen (Interview with the District Director of Health, August 2005).

Nampundwe Rural Health Centre is one of the health centres in the Eastern Zone of Mumbwa district. The catchment area of Nampundwe Rural Health Centre encompasses Nampundwe ward and part of Makombwe ward. There are ten NHCs under the catchment area of Nampundwe Rural Health Centre. The furthest located is Shanyinde NHC, which is about 12 kilometres from Nampundwe Rural Health Centre. Each NHC caters for a population of about 500 people. This population elects eight committee members, namely, the chairperson, vice chairperson, secretary, treasurer, Community Health Worker (CHW), Traditional Birth Attendant (TBA) and two committee members. The NHC members are elected in such a manner that each village is represented in the committee. NHCs hold Annual General Meetings (AGMs) where they present reports of their activities to local people. The AGM is also a forum through which local people make decisions about activities to be carried out by their NHC. Public meetings are also held when need arises so that local people can decide on what should be done to resolve particular health problems. The AGM also serves as a forum through which new NHC members are elected (Interview with an Environmental Health Technologist-Nampundwe Rural Health Centre, August 2005).

Sala NHC is one of the ten NHCs under the catchment area of Nampundwe Rural Health Centre. Sala NHC has been carrying out a number of functions. Firstly, it has been sensitising local people to make use of the Children's Clinic, which involves monitoring the growth of children. The children are weighed, immunised against diseases and those that are malnourished are given food. Secondly, after a cholera outbreak in the local community in 2003, the Sala NHC sensitised local people on the need to build pit latrines. A number of households agreed to dig the pits; they then made bricks and built their own latrines. Thirdly, the Sala NHC sensitised local people on the procedure of accessing health care. They were told that for a patient to seek health care, he/she was supposed to begin by passing through the Community Health Worker (CHW) who was based in the community. Depending on the assessment of the CHW, the patient could be told to

proceed to the health centre. The CHW had a health kit consisting of drugs for ailments such as malaria, eye problems, abdominal pains and wounds. Fourthly, the NHC has the duty of inspecting all the boreholes in the community on a monthly basis. The NHC detects problems at the boreholes and in consultation with local people provide solutions. Each month, all borehole users contribute a fee towards maintenance of their borehole. The amount paid by individual users varies from one community to another depending on the number of people using the borehole. For example, in some communities, individuals contribute ZM K500 while in other communities it is ZM K1,000 per month (Interview with the Environmental Health Technologist-Nampundwe Rural Health Centre, August 2005).

However, local people are not usually interested in attending meetings organised by NHCs. Their argument is that they are busy attending to their fields. Although, when it comes to meetings that involve, for example, supply of relief food, the attendance rate tends to be overwhelming. This is because local people take issues of food provision to be more important than health issues (Interview with the Environmental Health Technologist-Nampundwe Rural Health Centre, August 2005).

There are also instances when the Ministry of Health has implemented health activities without the direct involvement of local people. For example, in 1999/2000, the ministry decided to delink Mumbwa District Hospital from a health centre in Mupona ward. The Ministry of Health acquired a building structure from the District Council, rehabilitated it using a government grant and turned it into a health centre called Bulungu Urban Health Centre. There was no direct participation by local people when establishing this health centre. The health centre was officially opened in June 2002. Thereafter, through user fees generated at the same health centre, extensions were made to the structure so as to increase its capacity. At this stage, there was indirect participation by local people through the Health Centre Committee (HCC). The way the HCC operates is that, at each health centre in the district, there is a HCC consisting of NHC chairpersons within the catchment area of that particular health centre. The HCC is in charge of health provision within the catchment area of the health centre. All user fees generated at

the health centre are spent with the consent of the HCC chairperson. There is also an administrative linkage between the HCC and the District Health Board (DHB). The link is as follows: representatives of HCCs form an organ called Area Board at zone level. The Area Board looks at the health of people within a zone. In turn, a collection of Area Boards forms the DHB, which is in charge of health provision in the district as a whole (Interview with the District Director of Health, August 2005).

However, the DHB is unable to provide adequate health services to people in Mumbwa district because the district lacks a central pattern of people's settlements. Local people live in farming units that are scattered. As such, they are made to walk several kilometres to reach a health centre. Health centres are also faced with a serious problem of staff shortages. Some health centres such as Myooye Rural Health Centre have no Clinical Officers (Interview with the District Director of Health, August 2005).

### **Ministry of Education**

The Ministry of Education is in charge of carrying out the function of providing education services to people. One of the policies that the government has implemented in this sector is provision of free primary education. Under this policy, the following are in place: Firstly, local people are not required to pay tuition fees. Secondly, pupils whose parents or guardians cannot afford to buy school uniforms are allowed to attend school without uniforms. Thirdly, the government provides books and pencils to pupils. However, sometimes the books and pencils are not readily available (Interview with the School Deputy Headmaster/PTA Vice Secretary-Kalilwe Basic School, August 2005).

The Ministry of Education also facilitates popular participation in the provision of education services by encouraging the establishment of channels of popular participation such as Parent-teacher Associations (PTAs) in schools. At each government-owned school, there should be a PTA that comprises parents and teachers of that particular school. PTA activities are managed by a committee or board consisting of ten elected and appointed members. Six members of the PTA

Committee/Board are parents who are elected at the Annual General Meeting (AGM) by the whole body of parents. The other four members are teachers. Among the teachers, there is the School Head teacher who is also the PTA Secretary. There is also the Deputy Head teacher who is the PTA Vice Secretary and two teachers appointed by the School Head teacher. The PTA committee is headed by a chairperson who is also a parent. The term of office for each PTA committee is one year (Interview with the School Headmaster/PTA Secretary-Nampundwe High School, August 2005).

Nampundwe High School is one of the schools in Nampundwe ward. The school's PTA consists of 560 parents. By August 2005, Nampundwe High School PTA had managed to finish constructing one teacher's house and one dormitory block for pupils. There was also one teacher's house which was under construction. Parents had participated in these activities/projects both at the stages of decision-making and implementation. At the stage of decision-making, parents attended the AGM where they presented their views. Usually, the majority of the parents attended AGMs. For example, 300 (53.6 percent) out of the 560 parents of Nampundwe High School PTA attended the April 2005 AGM and the majority of them were women. 260 parents (46.4 percent) did not attend the PTA's AGM. Full attendance of PTA meetings was impeded by two factors. Firstly, some parents were not interested in PTA meetings. Secondly, other parents' residential areas were located several kilometres from the school. For example, there were parents residing in Keezwa about 50 kilometres from Nampundwe High School. Such parents found it difficult to travel to the school and attend PTA meetings. However, compared to the attendance of PTA meetings, there was a higher rate of parents participating at the stage of implementing PTA decisions. For example, about 85 percent of the 560 parents at Nampundwe High School had participated at the stage of constructing a dormitory block and two teachers' houses. The pattern of participation involved paying the PTA Project Fund, which was pegged at ZM K25,000 per year for each pupil in grades eight to 12. For those parents who could not manage to pay the money, they provided sand, maize or goats. Compared to the attendance of PTA meetings, the rate of paying PTA Project Fund was higher

because it was done through pupils. As such, parents ensured that they paid the fund so that their children could continue attending school (Interview with the School Headmaster/PTA Secretary-Nampundwe High School, August 2005).

Parents also participated in monitoring projects that were being implemented by the PTA. For each identified project at Nampundwe High School, a sub-committee consisting of three parents was established to procure materials for and monitor implementation of the project. However, because of the issue of voluntarism, parents tended not to be committed to monitoring PTA projects. Instead, they wanted teachers to do the job on their behalf (Interview with the School Headmaster/PTA Secretary-Nampundwe High School, August 2005).

Parents were also involved in the processes of evaluating and/or auditing PTA activities. At the AGM, the PTA chairperson presented a report about the successes and failures of PTA projects to the general membership. The PTA also monitored the performance of pupils. The general membership then presented its views for activities/projects to be carried out in the following year. Elections for new PTA committee members were also conducted at the AGM (Interview with the School Headmaster/PTA Secretary-Nampundwe High School, August 2005).

Kalilwe Basic School is one of the schools in Mupona ward. The school's PTA has around 500 parents. By August 2005, Kalilwe Basic School PTA had managed to finish constructing one x three classroom block and one ablution block. There was also one ablution block which was under construction. Parents participated in these activities/projects both at the stages of decision-making and implementation. At the stage of decision-making, the PTA executive initiated the ideas and organised special meetings involving other PTA members so as to receive their views and eventually approve the decisions. However, the attendance rate at PTA meetings was usually less than 50 percent of the 500 parents. More than 50 percent of the total number of parents did not attend the PTA meetings, mainly, because they felt that the school was not owned by them but by the government. Compared to attendance of the meetings, the rate of parents' participation at the stage of implementing PTA decisions was further reduced. Less than 30 percent of the 500 parents at Kalilwe Basic School had managed to either

pay money or contribute labour towards construction of the ablution and classroom blocks. The money paid towards constructing the two ablution blocks was ZM K25,000 per parent. As for the construction of the one x three classroom block, the amount was ZM K5,000 per parent. For those who could not manage to pay the money, they delivered building sand and crushed stones. At this stage, local people's participation was further reduced because firstly, they could not afford to pay money towards PTA activities/projects. Secondly, they argued that they had many responsibilities to attend to such as fetching food for their households (Interview with the School Deputy Headmaster/PTA Vice Secretary-Kalilwe Basic School, August 2005).

## **Conclusion**

The evidence we have presented reveals that deconcentrated sector ministries facilitate popular participation in poverty alleviation activities by establishing community institutions through which local people participate such as Cooperatives, Neighbourhood Health Committees (NHCs) and Parent-teacher Associations (PTAs). These institutions enable local people to elect their own representatives and to enhance their participation in the provision of social services such as food, health care, safe drinking water and education. Through community institutions, popular participation takes two forms, namely, direct and indirect participation. Under direct participation, local people attend meetings that enable them to participate in the processes of deciding poverty alleviation activities and strategies to be carried out in their communities. They also participate at the stage of implementing the decisions by way of contributing money and/or providing labour. Under indirect participation, representatives of local people make decisions on behalf of the people. For example, it is the responsibility of the Health Centre Committee (HCC) chairperson to consent to the way all user fees generated at the health centre are spent.

The findings show that local people's participation rate in poverty alleviation activities tends to increase when there is a variety of participation options such as attending meetings as well as contributing money and labour. In

addition, the rate of popular participation in Mumbwa district tends to increase in poverty alleviation activities that local people consider to be providing immediate benefits such as paying for safe drinking water at a borehole that individuals depend on or paying PTA Project Fund so that one's child attends school. Local people's participation rate is also higher when dealing with the issue of food provision rather than other aspects of poverty alleviation such as health care and education. The evidence also shows that sensitisation is an effective strategy of enhancing local people's participation in the provision of health services.

In Mumbwa district, full participation by local people in activities/projects implemented at government-owned schools is impeded by local people's feeling that they do not own the schools and that it is government's responsibility to provide education services. Long distances between people's homes and the points where meetings are held also make local people fail to travel the distances and attend meetings aimed at alleviating poverty. Popular participation is also hindered by the concept of voluntarism which is usually associated with poverty alleviation activities implemented at the local level.

Most of the people in Mumbwa district are also unable to participate in poverty alleviation activities that require them to pay money such as Cooperative Societies because they cannot afford to raise the money. What this suggests is that payment of money by people in a poverty stricken condition is an ineffective strategy of facilitating popular participation for poverty alleviation. As such, other options or methods of popular participation like provision of labour should be promoted.



## **CHAPTER 4: DEVOLVED GOVERNMENT INSTITUTIONS AND POPULAR PARTICIPATION FOR POVERTY ALLEVIATION**

### **Introduction**

Mumbwa district has a dual system of government decentralisation and administration. Besides deconcentrated sector ministries, there are devolved government institutions that also link local people to participation in poverty alleviation activities. This chapter discusses the extent to which devolved government institutions facilitate popular participation in poverty alleviation activities and strategies. Devolved government institutions that are found in the district include the District Council, Ward Development Committees (WDCs) and Traditional rulers. To achieve its purpose, the chapter has been arranged into five sections. The first section is the introduction. The second section will focus on the District Council. The third section will analyse WDCs. The fourth section will discuss Traditional rulers and the fifth section will be a conclusion.

### **District Council**

This section discusses the extent to which the District Council facilitates popular participation for poverty alleviation in the communities. The District Council is an integral part of the local government system. In Mumbwa district, there is a single-tier Local Government System comprising the Council responsible for provision of services in the district (Cabinet Office, 2003: 12). Under the Local Government Act No. 22 of 1991 of the Laws of Zambia, Parliament recognises the Council as the only body responsible for development at district level. The Council is 'assigned 62 functions that include public goods and services provisions such as water supply, sewerage, health, roads, education, markets, housing, etc' (GRZ/UNDP, 2002: 8).

The following are among poverty alleviation activities and strategies that have been carried out by Mumbwa District Council: Under the Central Province Water Supply and Sanitation Programme, the Council has collaborated with the Africa Development Bank (ADB) and sunk about 300 boreholes as sources of safe

drinking water in different parts of the district. For example, 15 boreholes have been sunk in Mupona ward, 12 in Myooye ward and 21 in Nampundwe ward. The target of this programme was to sink 410 boreholes in the whole district by the end of August 2005. Each ward was going to get 21 boreholes. The Council also engages local people in the processes of sinking boreholes. The procedure is that the Ward Councillor organises meetings in the communities so that local people decide where they want the boreholes to be located. Once a borehole has been sunk, local people provide gravel and sand and construct the apron for the borehole. Local people also construct the fence for the borehole. Further, local people agree amongst themselves on what each borehole user would be contributing per month towards maintenance of the borehole. In some cases, the contributions are in monetary form. In addition, a Village-Water, Sanitation and Health Education (V-WASHE) committee is established in each community that has a borehole. Local people elect V-WASHE committee members. To this effect, the District Planning Officer stated that the Council Management was very impressed with the level of local people's involvement in the borehole-sinking programme (Interview with the District Planning Officer, August 2005).

The Council has also been allocating plots to local people in Mupona ward so that they could build their own houses. The decision-making process for plot allocation starts with the Council. The Council identifies plots to be allocated and submits its proposals to Central Province Planning Authority at the Provincial Headquarters in Kabwe for approval. After approval, the Council invites applications from members of the public, assesses the applications and finally allocates the plots to those who qualify so that they can build their own houses (Interview with the District Planning Officer, August 2005).

In 2003/4, Mumbwa District Council was also involved in the programme of constructing classroom blocks at Muchenje Community School located in Mupona ward. The programme was initiated by the local leadership that organised local people and provided bricks, stones and sand towards construction of the community school. The local leadership also made an application to the District Council to access the Constituency Development Fund (CDF) to enable them finish

constructing classroom blocks at the school. Upon receiving the application, Council Officials organised a meeting and sensitised local people on the terms of accessing the CDF (Interview with the District Planning Officer, August 2005).

However, from a broader perspective (focusing on several aspects of poverty alleviation in the district as a whole), the level of local people's participation tends to be low. Interviews with local people in Mumbwa district show that less than two percent of the 180 respondents had participated in poverty alleviation activities implemented by the Council while 98 percent had not. Most of the respondents said that they were not aware of any poverty alleviation activity that had been implemented by the Council in their wards. There were about ten percent of the 180 respondents who said that they were aware of the borehole sinking and/or plot allocation programmes while about 90 percent were not. Three out of the 180 respondents indicated that they had attended meetings organised by their Ward Councillor and other Council Officials so that local people could decide on the locations of the boreholes within the ward. All the three respondents were from Mupona ward. In this regard, there was no one from Myooye or Nampundwe ward who indicated his/her involvement in poverty alleviation activities implemented by the District Council. Most of these people argued that they were not aware of any poverty alleviation activity that had been implemented by the Council.

There were ten out of the 60 respondents in Mupona ward who said that they were aware of meetings that had been organised by the Ward Councillor and other Council Officials so that local people could decide on the locations of the boreholes within the ward but could not attend the meetings because of the following reasons:

- 1) Three respondents said that they could not participate because activities of the District Council could not achieve desired results. For example, one of them argued that the Council had failed to provide adequate sources of safe drinking water in the township especially in the compounds despite the residents having presented their problems to the Council.

- 2) Two respondents said that they did not attend the meetings because they were not invited.
- 3) The other two respondents could not attend the meetings organised by the Ward Councillor and other Council Officials because of the long distances they were required to travel from their homes to the meeting point/s.
- 4) There were also two respondents who indicated that they were not interested in activities carried out by the Council.
- 5) One respondent said that he did not attend the meetings because he perceived the Council leadership to be corrupt. This respondent argued that despite local people being levied, for example on farm products, the money was just being misused by Council Officials rather than directing it to service provision in the communities.

From the management of Mumbwa District Council's point of view, the Council was unable to effectively implement poverty alleviation activities in the communities, on its own, due to lack of resources especially finances and equipment. The Council was just in a position to provide technical support to activities carried out by other institutions such as Non-governmental Organisations (NGOs), donors and Community-based Organisations (CBOs). The Council had also requested all Ward Councillors to spearhead the process of establishing Ward Development Committees (WDCs) in their respective wards so as to enhance popular participation for poverty alleviation at the local level (Interview with the District Planning Officer, October 2004).

### **Ward Development Committees**

Mumbwa district is divided into 20 wards, 'which are sub-structures of the Council at sub-district level for the purposes of Local Government Elections only.' Furthermore, under the Registration and Development of Villages Act, a Ward Development Committee (WDC) is established in each ward as 'a forum for community participation in local development activities and affairs.' However, WDCs are not linked to Local Government (Cabinet Office, 2003: 13). This section

therefore discusses the extent to which WDCs facilitate popular participation for poverty alleviation in the communities.

Mupona, Myooye and Nampundwe wards are among wards that have established WDCs in Mumbwa district. Each WDC comprises ten members that are elected by local people. The committee members include the chairperson, vice chairperson, secretary, vice secretary, treasurer, vice treasurer and four trustees (Interview with the Chairperson-Nampundwe WDC, August 2005).

Nevertheless, despite a WDC having been established in Mupona ward, it had not implemented any activity of poverty alleviation in the ward. This was due to two reasons: Firstly, the committee lacked resources (Interview with Mupona WDC Chairperson, October 2004). Secondly, Mupona WDC Chairperson did not call up meetings so as to enable committee members to get organised and implement development and/or poverty alleviation activities in the ward (Interview with a Mupona WDC Trustee, October 2004).

Similarly, in Myooye ward, the WDC had not implemented any poverty alleviation activity due to the following reasons: First and foremost, the committee was characterised by political differences among its members. Because of a variety of political parties to which WDC members belonged, they tended to differ on political grounds. For instance, in 2003, two camps were created among the members of Myooye WDC because of the area Member of Parliament (MP)'s decision to leave the opposition political party, the United Party for National Development (UPND) and join the ruling party, the Movement for Multiparty Democracy (MMD). One camp was supporting the MMD while the other one was supporting the opposition. This division led to the disbandment of the WDC. However, after the area MP was re-elected under the ruling party MMD, there was reorganisation of the WDC. Although new committee members had been elected, Myooye WDC could not implement any poverty alleviation activity due to lack of financial resources (Interview with a Myooye WDC Trustee, October 2004).

In Nampundwe ward, the WDC had managed to organise a meeting to resolve land disputes between local people and Consolidated Farming Ltd-Kafue Sugar. Nampundwe WDC had also managed to organise three meetings with local

people. The first meeting involved discussing the issue of title deeds for local people's land. The second one was to sensitise local people about the need to construct and/or rehabilitate schools. The third one was to discuss issues of employment creation in the communities. However, most of the local people were not interested in attending meetings organised by the WDC because they perceived them to be organised along political party lines (Interview with Nampundwe WDC Chairperson, August 2005).

It was alleged that, in some instances, Nampundwe WDC was being used for political campaigns. One of such instances was when the former Ward Councillor decided to leave UPND and join MMD. He mobilised WDC members to join MMD as well as to campaign for his re-election. Some committee members accepted the decision while others rejected it. This created divisions amongst the members and the WDC was disbanded. After the by-elections, the former Councillor lost. The seat was retained by UPND. The new Councillor started to reorganise the WDC so that it could carry out development and poverty alleviation activities in the ward. However, the WDC could not implement poverty alleviation activities due to lack of resources. For example, there were no transport facilities to enable the members go round the ward and carry out sensitisation programmes (Interview with Nampundwe WDC Trustee, October 2004).

Because of the political orientation that tend to characterise WDCs rather than development and/or poverty alleviation, the government has decided to transform these institutions into Area Development Committees (ADCs) so that they are tailored towards local development (Interview with the District Planning Officer, August 2005).

### **Traditional Rulers**

Besides the District Council, there are Traditional rulers who also constitute a 'system of government at local level through which local people manage their affairs.' These local institutions are recognised by the Central Government. However, Traditional rulers have some degree of independence from the formal rules and regulations that govern government institutions. They have 'their own

administrative set up to govern their subjects in line with their traditional and customary law' (Cabinet Office, 2003: v, 13). This section discusses the extent to which Traditional rulers facilitate popular participation for poverty alleviation in the communities.

Being a predominantly rural district, Mumbwa has a fairly large number of Traditional rulers. According to Bwalya (2002: 5, 26), 'there are approximately seven chiefdoms in Mumbwa district, with much of the land falling under Chief Shakumbila, Chief Kaindu and Chief Mumba.' The chiefdoms are further divided into villages. There are 1,040 villages in Mumbwa district. The smallest chiefdom is under Chieftainess Kabulwebulwe, with 14 villages while the largest is under Chief Shakumbila, with 484 villages.

For the purposes of this dissertation, Traditional rulers that will be discussed are those residing in Myooye and Nampundwe wards. These two wards fall under Chief Shakumbila's area. Mupona ward will not be included in the discussion because it is mainly urban. It hosts the Central Business District (CBD) of Mumbwa. This is where the District Administration Headquarters and Council Secretariat are located.

In Myooye ward, the following were among poverty alleviation activities that had been carried out by Traditional rulers: In conjunction with neighbouring headmen such as Chilonga, Headman Munakabo organised his subjects and established Chilonga Community School in 2004. The headmen called meetings involving their subjects and discussed the need to construct a community school. Local people agreed to mobilise materials, make bricks and to construct the community school (Interview with Headman Munakabo, October 2004).

Headman Mulimo is another headman who had carried out poverty alleviation activities in Myooye ward. Headman Mulimo called a meeting with his subjects in the year 2004 to talk to them about conservation farming methods. This was meant to improve yields in the agricultural sector. Local people attended the meeting and obtained information on methods of conservation farming (Interview with one local person in Mulimo village, October 2004).

In Nampundwe ward, the following were, among poverty alleviation activities that had been carried out by Traditional rulers: In the year 2004, all the 34 village headmen of Nampundwe ward agreed to organise their subjects and raise ZM K200,000 per village towards the construction of a mortuary at Nampundwe Rural Health Centre. The modality of raising the money was based on the number of households in each village. In smaller villages, each household was required to pay ZM K3,000 while in larger villages each household paid ZM K2,000. By October 2004, among others, Headmen Mululuma, Chiyaba, Mwanakabwata and Muukila had raised the money while others were still in the process of raising it (Interviews with a Nampundwe Ward Development Committee Trustee and the Ward Councillor, October 2004).

Other than raising money for the construction of a mortuary at Nampundwe Rural Health Centre, Headman Shakemba had also organised a meeting and sensitised his subjects to engage in income generating activities such as gardening (Interview with Headman Shakemba, October 2004).

Before being engaged in the project of raising money for mortuary construction at Nampundwe Rural Health Centre, Headman Shamoonga held a meeting with his subjects in 2003 and agreed to make bricks for infrastructure development at Sala Basic School. Local people (his subjects) mobilised materials and made bricks for the school (Interview with Headman Shamoonga, October 2004).

Although some Traditional rulers had managed to attract their subjects to participation for poverty alleviation, others had not. In fact, the levels of local people's participation in poverty alleviation activities implemented by Traditional rulers in Mumbwa district as a whole were low. Interviews with local people revealed that less than ten percent of the 60 respondents in Myooye ward had participated in poverty alleviation activities implemented by their Traditional rulers while over 90 percent had not. Among the participants, were the following:

- 1) Two respondents said that they had attended a meeting organised by Headman Munakabo where they discussed the issue of establishing Chilonga Community School.



- 2) One respondent said that he had attended a meeting organised by Headman Mulimo where local people were educated on conservation farming methods.
- 3) Two respondents from Munakabo village indicated that they had mobilised materials and made bricks for the construction of Chilonga Community School.

However, 91.7 percent of the 60 respondents in Myooye ward said that they had not participated in poverty alleviation activities through their Traditional rulers. All of these respondents argued that they were not aware of any activities that had been implemented by their Traditional rulers. Actually, some of the village headmen had not implemented any poverty alleviation activities in their villages. For instance, Headmen Kalyangile and Jakapu argued that they could not implement poverty alleviation activities in their villages because of lack of support from the government, civil society organisations and/or international donors. The village headmen were unable to raise the necessary resources within their villages and to implement appropriate activities of poverty alleviation (Interviews with Headmen Kalyangile and Jakapu, October 2004).

Table 4.1 below shows that 40 percent of the 60 respondents in Nampundwe ward indicated that they had participated in poverty alleviation activities implemented by their Traditional rulers while 60 percent had not. Among the participants, were the following:

- 1) Three, two and one respondent said that they had attended meetings organised by Headmen Kotami, Shakemba and Mwanakabwata respectively where they discussed the issue of constructing a Mortuary at Nampundwe Rural Health Centre.
- 2) Seven, six and five respondents from Mwanakabwata, Shakemba and Kotami villages respectively said that they had paid money (between ZM K2,000 and K3,000 per individual household) towards the construction of a mortuary at Nampundwe Rural Health Centre.

However, 60 percent (36) of the 60 respondents in Nampundwe ward indicated that they had not participated in poverty alleviation activities through

their Traditional rulers. All the 36 respondents argued that they were not aware of any activity that had been implemented by their Traditional rulers. This was the case because some of the village headmen were still in the process of sensitising their subjects about activities they had agreed with their colleagues to be implemented in the ward such as constructing a mortuary at Nampundwe Rural Health Centre. By October 2004, among others, Headmen Mululuma, Chiyaba, Mwanakabwata and Muukila had already raised their portions of the money for the mortuary construction project while others were still in the process of raising it (Interview with Nampundwe Ward Councillor, October 2004).

On the other hand, local people’s participation in the project of constructing a mortuary at Nampundwe Rural Health Centre, by way of contributing money, seemed to have been imposed on them by their village headmen. Six out of the 18 respondents who had contributed money towards construction of the mortuary argued that they were forced to contribute the money. They further argued that despite the village headmen knowing that money was very difficult to access in the villages, they insisted that everyone should participate in the project by way of contributing money.

**Table 4.1: Levels of local people’s participation in poverty alleviation activities implemented by Traditional rulers in Myooye and Nampundwe wards**

Ward	Participated in the activities		Total
	Yes	No	
Myooye	5 8.3%	55 91.7%	60 100%
Nampundwe	24 40%	36 60%	60 100%
Total	29 24.2%	91 75.8%	120 100%

Source: Field data

Overall, table 4.1 shows that 24.2 percent of the 120 respondents had participated in poverty alleviation activities implemented by their Traditional rulers while 75.8 percent had not. This reveals that the majority of the local people had

not been linked to participation for poverty alleviation in their villages through Traditional rulers. However, compared to the District Council in general, we note that Traditional rulers provided a better link for local people to participate in poverty alleviation activities. As noted earlier, the participation rate in poverty alleviation activities through the Council was less than two percent. What this suggests is that the rate of popular participation in poverty alleviation activities was higher when Traditional rulers were engaged in the implementation of the activities than the Council.

## **Conclusion**

The evidence reveals 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. Further, by having a dual system of government decentralisation, local people are offered a variety of options to participate in poverty alleviation activities. They can either participate through deconcentrated sector ministries or devolved government institutions such as the District Council, Ward Development Committees (WDCs) and Traditional rulers. Devolved government institutions facilitate popular participation for poverty alleviation by employing a variety of participation methods, which include organising meetings with local people where they discuss poverty alleviation activities and the modalities of carrying them out. Local people are also enabled to contribute their labour towards alleviating local poverty. For example, they mould bricks as well as provide local materials such as building sand, gravel and crushed stones for infrastructure development in the local community. Although contribution of money is one of the methods of popular participation for poverty alleviation, it tends to be resented by people in the villages because money is not easily accessible.

However, devolved government institutions just manage to attract a few local people to participation for poverty alleviation. The findings revealed that less than two percent of local people in Mumbwa district had participated in poverty alleviation activities implemented by the Council. Their method of participation

was attending meetings organised by Ward Councillors and other Council Officials. In the case of Traditional rulers, they linked 24.2 percent of the people in the villages to participation in poverty alleviation activities. The methods of participation were: attending meetings organised by the village headmen, providing local labour and contributing money towards implementation of poverty alleviation activities. Most of the people in Mumbwa district did not participate directly in poverty alleviation activities through devolved government institutions because the institutions lacked resources to enable them implement poverty alleviation activities in all the communities. In the case of WDCs, they were faced with an additional problem of political differences among committee members. What the findings suggest is that Traditional rulers are better placed to attract a higher percentage of local people to participation for poverty alleviation than other devolved government institutions.

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## **CHAPTER 5: DECENTRALISATION, COMMUNITY-BASED ORGANISATIONS AND POPULAR PARTICIPATION FOR POVERTY ALLEVIATION**

### **Introduction**

Local people in Mumbwa district are not only linked to participation in poverty alleviation activities by decentralised government institutions but also by Community-based Organisations (CBOs). This chapter discusses the extent to which CBOs enhance popular participation for poverty alleviation in a decentralised system of government.

A variety of CBOs have been established in Mumbwa district. Some of them are based on faith such as the Catholic Home-based Care and Seventh Day Adventist (SDA) Women's Ministry. Others are gender-based like Mululuma, Shamulumba and Kasumpula Women's Clubs. Still others are based on age group like the Peer Education Group. Other CBOs are activity-based, for example, Taonga Community School Committee. There are also CBOs that are specifically rooted in the geographical locations they operate in, for example, Myooye Rise and Shine Community Development Programme, Chilonga Community and Nakainga Rural Business Group. There are also CBOs that are tailored towards sustaining the livelihoods of local communities in general such as People's Action Forum (PAF).

The emergency of CBOs in Mumbwa district is meant to complement government institutions in terms of linking local people to socio-economic needs and to participation in poverty alleviation activities. For instance, because of the District Council's inability to effectively implement poverty alleviation activities in the communities, local people have been encouraged to form CBOs such as Clubs and Associations (Interview with the District Planning Officer, October 2004). When local people decide to form CBOs, they work in collaboration with the Council in general and Ward Councillors in particular. Councillors also link CBOs to organisations that provide technical assistance (Interview with Nampundwe Ward Councillor, October 2004).

In terms of coordination, the District Council through the District Planning Office coordinates CBO activities in Mumbwa district. The Council inspects CBO activities so as to ensure that implementation of the activities is in accordance with Council plans. The Council also provides technical support to these community organisations. This is done by way of training CBO members in various areas of development and/or poverty alleviation such as income generation (Interview with the District Planning Officer, October 2004).

For the purposes of this dissertation, the chapter has been arranged into three sections. The first section is the introduction. The second section will discuss CBOs and poverty alleviation activities they have carried out. The final section will be a conclusion.

### **Community-based Organisations**

The following are among Community-based Organisations (CBOs) and poverty alleviation activities they have carried out in Mupona, Myooye and Nampundwe wards:

One of the CBOs found in Mupona ward is Mumbwa Home-based Care Project. This CBO is located at Mumbwa Catholic Church. Its membership comprises people belonging to the Catholic Church as well as non-Catholics. The CBO has a Project Committee whose members are elected by the general membership of the project. Among the Project Committee members are the Chairperson, Coordinator and Secretary. Mumbwa Home-based Care Project has been carrying out the following activities since 2002:

- 1) Offering counseling services to terminally ill people such as Human Immunodeficiency Virus (HIV)/Acquired Immune Deficiency Syndrome (AIDS) patients as well as Tuberculosis (TB) patients.
- 2) Providing housing, blankets and food stuffs such as mealie meal to terminally ill people.
- 3) Offering treatment services to HIV/AIDS and TB patients.

- 4) Visiting HIV/AIDS and TB patients on a weekly basis so as to offer them social support (Interview with the Secretary-Mumbwa Home-based Care Project, August 2005).

Patients who benefit from activities that are carried out by Mumbwa Home-based Care Project do not participate in the decision-making processes of the project. Instead, decisions are made by the Project Committee as well as the general membership who attend general meetings on a monthly basis to discuss and make decisions about activities to be carried out. In terms of implementation of the decisions, project members participate in various ways. Among others, they take food to patients who cannot manage to walk on their own. They also cook food as well as build and clean houses for the patients (Interview with the Secretary-Mumbwa Home-based Care Project, August 2005).

Mumbwa Home-based Care Project carries out its activities in collaboration with Mumbwa District Hospital. Firstly, the project counsels patients then the District Hospital tests them for HIV. Secondly, patients that are discharged from the District Hospital on home-based care basis are taken on by the Home-based Care project. The cooperation between Mumbwa Home-based Care Project and Mumbwa District Hospital as well as the general membership has been very good. A meeting is held on a monthly basis between counselors of the project and Mumbwa District Hospital so as to work out modalities of counseling patients and testing them for HIV (Interview with the Secretary-Mumbwa Home-based Care Project, August 2005).

People's Action Forum (PAF) is another CBO found in Mupona ward. PAF was established in Mumbwa district in 1996 to sustain the livelihoods of local communities. PAF is headed by a Project Coordinator. Among poverty alleviation activities that have been carried out by PAF is to provide education services to local people through Chipso Community School. Chipso Community School has two sections. One section is a pre-school while the other one is a primary school. To access education at Chipso Community School, priority is given to orphans and vulnerable children (that is, children whose parents cannot afford basic needs such as paying for education services). 80 percent of pupils at Chipso Community School



are orphans while 20 percent are vulnerable children. There are around 300 parents with children attending school at Chipu Community School (Interview with the Deputy Head teacher-Chipu Community School, August 2005).

In order to enhance participation by parents in carrying out activities of the school, Chipu Community School has established a Parents-Community School Committee. The school committee consists of ten members. Six out of the ten school committee members are parents while four are teachers. The general body of parents and teachers elects the school committee members. The school committee chairperson is a parent while the secretary is the School Head teacher. The school committee is responsible for carrying out development activities of the school. For example, by August 2005, the school committee was in the process of constructing a pit latrine at the school. There was parents' participation in the school activities. Parents participated in the decision-making processes by attending general meetings and the Annual General Meeting (AGM). There were four general meetings in a year and one AGM. At the general meetings, parents discussed and agreed on activities to be carried out at the community school. At the stage of implementing school projects, parents' participation was in many forms. Some parents provided labour. For instance, they dug the pit for the latrine and supplied sand and crushed stones for constructing the same pit latrine. Other parents contributed money to the school. In this regard, there was no fixed amount that one was required to contribute. Individuals contributed amounts they could afford. In other words, this was done on voluntary basis. Some parents would contribute as much as ZM K5,000 while others ZM K20,000 (Interview with the Deputy Head teacher-Chipu Community School, August 2005).

Although Chipu Community School involved parents in carrying out school activities, some of them did not participate. On average, between 100 (33.3 percent) and 200 (66.7 percent) out of the 300 parents attended general meetings or participated in other programmes organised by the school committee. The rest did not participate. Parents presented various reasons for not participating in school activities. Firstly, during rainy season they argued that they were busy planting crops. Secondly, during dry season they argued that they were busy harvesting their

crops. Thirdly, they had a general argument that they were busy fetching food for their children. Fourthly, there was a general feeling that the quality of education offered by community schools was lower than government schools (Interview with the Deputy Head teacher-Chipo Community School, August 2005).

The functions of Chipo Community School are carried out in conjunction with decentralised government institutions. Firstly, the community school is affiliated to the Zambia Community Schools Secretariat through the Ministry of Education. Secondly, the Ministry of Education supplies learning and teaching materials to the community school. The community school also collaborates with the District Council so as to ensure that its operations are in accordance with Council regulations. Pupils at Chipo Community School also receive lessons on health issues such as HIV/AIDS from the Ministry of Health (Interview with the Deputy Head teacher-Chipo Community School, August 2005).

In Myooye ward, among other CBOs, there is Myooye Rise and Shine Community Development Programme established by members of a religious denomination called Holy Ghost Deliverance Ministries. The CBO's programme aims at promoting local development through farming. In 2003, members of Myooye Rise and Shine Community Development Programme mobilised themselves and managed to acquire farming implements which included two cattle and one tractor. Programme members used the farming implements to engage in farming. However, the farming implements were not adequate to cater for the needs of all the members of Myooye Rise and Shine Community Development Programme. The programme could not be expanded due to lack of resources. As a result, the impact of the programme towards increased local food production and income generation was negligible (Interview with the Chairperson-Myooye Rise and Shine Community Development Programme, October 2004).

Another CBO found in Myooye ward is Chilonga Community. A number of individuals from, among others, Chilonga and Munakabo villages organised themselves and formed a local organisation called Chilonga Community. The community organisation collaborated with Chilonga, Munakabo and surrounding village headmen to construct Chilonga Community School in 2004. In conjunction

with the village headmen, Chilonga Community managed to call meetings involving local people and discussed the need to construct a community school. Local people agreed to mobilise materials, make bricks and to construct the community school (Interviews with six residents of Munakabo village, October 2004).

In Nampundwe ward, among other CBOs, there was the Catholic Home-based Care established by members of the local Catholic Church to mobilise resources and meet basic needs of HIV/AIDS patients and their families. The Catholic Home-based Care was providing food stuffs such as mealie meal, beans, cooking oil and soya beans to the patients and their families (Interview with a Catholic Priest at a Parish in Nampundwe Township, October 2004).

Another CBO found in Nampundwe ward is the Seventh Day Adventist (SDA) Women's Ministry-Sala East Mission District. 18 members of the Seventh Day Adventist (SDA) Church established the Women's Ministry in the year 2000. The Secretariat of the Women's Ministry comprises five members, namely, the Director, Secretary and three Committee members. Each secretariat member represents a particular branch of the SDA church. The main function of the SDA Women's Ministry is to take care of patients who are discharged from hospitals and in need of home-based care. The ministry cleans patients' homes, washes their clothes and gives them food stuffs such as mealie meal, dried fish and vegetables. Ministry members also cook food for the patients. They also take the patients to health centres for medical reviews. They also evangelise the word of God to patients while taking care of them. The resources of the SDA Women's Ministry are acquired through donations made by its members. The ministry also holds weekly meetings where members make decisions about activities that are carried out. The ministry also requests patients to present their needs so that appropriate decisions are made and action taken (Interview with the Director-SDA Women's Ministry, Sala East Mission District, August 2005).

However, the SDA Women's Ministry is not found in all the local communities. It exists only in communities where the SDA Church has been established. In addition, even within the SDA church, the majority of the people are

not members of the women's ministry. Most of the Church members are not interested in joining the women's ministry because they feel that it is a Satanist organisation. In other words, they argue that it is an adversary of God. To them the only recognised women's organisations in the SDA Church are Dorcas Society, Prayer Warriors, Evangelists, Home-based Care Groups and Singing Groups. For example, they argue that Dorcas Society is recognised in the church because its establishment is based on Dorcas, a Biblical caring woman. Because of the small number of its members, the SDA Women's Ministry cannot manage to raise enough resources to enable it perform its functions effectively (Interview with the Director-SDA Women's Ministry, Sala East Mission District, August 2005).

Taonga Community School Committee is another CBO found in Nampundwe ward. The school committee was established after the area Member of Parliament (MP) and Nampundwe Ward Development Committee (WDC) organised meetings with local people and encouraged them to establish community schools. The residents of Shakainga and Shamoonga villages took the advice and held a meeting within their community and agreed to establish Taonga Community School in Shakainga village. The residents then elected some people from amongst themselves to form a Community School Committee and mandated it to spearhead the process of establishing the school. By 2004, the school had been established and pupils were attending school (Interview with Nampundwe WDC Chairperson, August 2005).

However, by October 2004, the residents of Shakainga village were dissatisfied with the activities of Taonga Community School Committee because of its failure to mobilise resources and construct classrooms at the community school. Pupils at the community school were conducting their lessons under a tree (Interview with the Assistant to Headman Shakainga, October 2004).

Low levels of direct participation by local people in poverty alleviation activities carried out by CBOs in Mumbwa district were also reflected in the interviews with the same local people. In Mupona ward, 21.7 percent of the 60 respondents said they had participated in CBO activities while 78.3 percent had not. The methods of participation were as follows:

- 1) Three respondents stated that they had contributed some money to Mumbwa Home-based Care Project so as to enable it buy food for terminally ill people. There were also three respondents who stated that they had contributed some money (ranging from ZM K5,000 to K20,000 per individual) to Chipso Community School.
- 2) Five respondents indicated that they had attended meetings organised by Mumbwa Home-based Care Project concerning the issue of taking care of HIV/AIDS and TB patients in the community.
- 3) One respondent said that she had taken food to terminally ill people under Mumbwa Home-based Care Project. Another respondent said he had participated in digging a pit latrine at Chipso Community School.

Table 5.1 below shows that ten percent of the 60 respondents in Myooye ward revealed that they had participated in poverty alleviation activities carried out by CBOs while 90 percent had not. The methods of participation were as follows:

- 1) Four respondents said that they had attended meetings organised by Chilonga Community to discuss the issue of establishing Chilonga Community School.
- 2) Two respondents said that they had mobilised materials and made bricks for constructing Chilonga Community School.

In Nampundwe ward, 11.7 percent of the 60 respondents said that they had participated in poverty alleviation activities implemented by CBOs while 88.3 percent had not. The methods of participation were as follows:

- 1) Three respondents revealed that they had attended meetings organised by the Catholic Home-based Care to discuss the issue of meeting basic needs of HIV/AIDS patients and their families within the community.
- 2) Two respondents indicated that they had taken some food to HIV/AIDS patients and their families under the Catholic Home-based Care.
- 3) There were also two respondents who said that they had made some financial contributions to SDA Women's Ministry to enable it buy food for patients under its care.

Overall, table 5.1 below shows that 14.4 percent of the 180 respondents had participated in poverty alleviation activities carried out by CBOs in their wards while 85.6 percent had not. This means that the majority of the respondents did not directly participate in poverty alleviation activities implemented by CBOs.

**Table 5.1: Levels of local people’s participation in poverty alleviation activities implemented by Community-based Organisations in Mupona, Myooye and Nampundwe Wards**

Ward	Participated in the activities		Total
	Yes	No	
Mupona	13 21.7%	47 78.3%	60 100%
Myooye	6 10%	54 90%	60 100%
Nampundwe	7 11.7%	53 88.3%	60 100%
Total	26 14.4%	154 85.6%	180 100%

Source: Field data

A number of reasons were presented to explain the low levels of local people’s direct participation in poverty alleviation activities implemented by CBOs in Mumbwa district. These were as follows: The highest proportion of the respondents (66.7 percent of the 180 respondents) said that they had not participated in poverty alleviation activities through CBOs because they were not aware of activities that had been implemented by these organisations. As shown in table 5.2 below, this factor affected the majority of the respondents in all the three wards. However, rural wards had a much higher percentage than their urban counterparts. 73.3 percent of the 60 respondents in Myooye ward had been affected by this factor compared to 56.7 percent of the 60 respondents in Mupona ward.

There were also nine percent of the 180 respondents who revealed that they did not participate in poverty alleviation activities implemented by CBOs in their respective wards because they were not invited. In this regard, the named organisations included Mumbwa Home-based Care Project and the Catholic Home-

based Care. One of the respondents argued that participation in the activities of Mumbwa Home-based Care Project was done by people who were older than teenagers. Another respondent argued that participation in the activities of Mumbwa Home-based Care Project was done by members of the Catholic Church.

Table 5.2 shows that one percent of the 180 respondents said that they had not participated in poverty alleviation activities implemented by CBOs because the activities could not achieve desired results. In this regard, the named organisations included Chipso Community School under PAF and the Catholic Home-based Care.

The issue of CBO activities not achieving desired results was also mentioned by some local leaders. For example, the Assistant to Headman Shakainga asserted that Taonga Community School Committee could not mobilise resources and construct classrooms at the Community School. As a result, pupils were learning under a tree (Interview with the Assistant to Headman Shakainga, October 2004).

In Myooye ward, it was alleged that CBO activities tended to be unsustainable because they were dependent on unreliable donor support (Interview with an Environmental Health Technologist at Myooye Rural Health Centre, October 2004).

In Mupona ward, the quality of education offered by community schools was considered to be poor. This was manifested in two areas. Firstly, the schools were manned by untrained teachers. Secondly, the teachers did not follow any syllabus. This made community schools increasingly becoming unpopular among local people (Interview with the Project Development Manager-Christian Children's Fund, Inc., Zambia, Shimbizhi Family Helper Project, October 2004).

Table 5.2 also shows that four percent of the 180 respondents stated that they had not participated in poverty alleviation activities implemented by CBOs because they were busy with other activities such as employment, business or attending school. There were also about two percent that said they had not participated because their religious denominations did not allow them to participate in community poverty alleviation activities. These denominations included Jehovah's Witnesses and Pentecostal Voice of Miracle. Another two percent

indicated that they had not participated in poverty alleviation activities implemented by CBOs due to what they perceived to be corrupt CBO leadership. In this regard, one cited organisation was Mumbwa Home-based Care Project. There was also one man (less than one percent of the 180 respondents) who said that he was too old to participate in poverty alleviation activities.

**Table 5.2: Reasons for not participating in poverty alleviation activities implemented by Community-based Organisations in Mupona, Myooye and Nampundwe wards**

Ward	Reason for not participating in the activities								Total
	Not invited	Being busy	My religion does not allow	Corrupt leaders	Results not desired	Old age	Not aware of the activities	Not Applicable (NA)	
Mupona	4 6.7%	5 8.3%	1 1.7%	2 3.3%	1 1.7%	0 0%	34 56.7%	13 21.7%	60 100%
Myooye	6 10%	1 1.7%	1 1.7%	1 1.7%	0 0%	1 1.7%	44 73.3%	6 10%	60 100%
Nampundwe	7 11.7%	2 3.3%	1 1.7%	0 0%	1 1.7%	0 0%	42 70%	7 11.7%	60 100%
Total	17 9.4%	8 4.4%	3 1.7%	3 1.7%	2 1.1%	1 0.5%	120 66.7%	26 14.4%	180 100%

Source: Field data

### Conclusion

The findings show that decentralisation of government enables Community-based Organisations (CBOs) to be established and complement government structures in terms of linking local people to socio-economic needs and to participation in poverty alleviation activities. Decentralised government institutions such as the District Council and Ward Development Committees (WDCs) play a key role in sensitising local people and initiating the process of establishing CBOs. Once they have been established, CBOs tend to provide basic social services such as health care, housing, clothing, food, education as well as social support. They also promote income generation within communities. In addition, collaborations between CBOs and decentralised government structures such as health institutions



and Traditional rulers tend to yield positive results especially in the areas of health care and provision of education services. The findings also suggest that by coordinating CBO activities, decentralised government institutions such as the District Council tend to tailor CBO activities towards achieving poverty alleviation plans set by government institutions.

Another characteristic feature of CBOs in Mumbwa district is that they mobilise resources to achieve specific set goals. For example, some CBOs focus on meeting basic needs of specific categories of people such as HIV/AIDS and TB patients. Others provide education services to orphans and vulnerable children. Still other CBOs are gender-based, age-based and/or location-based. CBOs also enhance popular participation for poverty alleviation by engaging local people in their activities. The methods of participation include the following: Firstly, local people attend meetings organised by CBO leaders concerning, among others, issues of taking care of HIV/AIDS and TB patients in the community and establishing community schools. Secondly, local people contribute money to CBOs to enable them buy food for terminally ill people and to construct infrastructure at community schools. Thirdly, local people provide local labour such as taking food to terminally ill people as well as mobilising building materials and constructing infrastructure at community schools.

However, like devolved government institutions, CBOs just link a few local people to direct participation for poverty alleviation. The findings showed that 14.4 percent of the local people in Mumbwa district had participated in poverty alleviation activities implemented by CBOs while 85.6 percent had not. More than 66 percent of the local people could not participate in poverty alleviation activities implemented by CBOs due to lack of awareness of the activities. CBOs in Mumbwa district lacked resources to enable them perform their functions effectively.

The other factors that negatively affect popular participation in poverty alleviation activities carried out by CBOs in Mumbwa district are: Firstly, local people tend to be committed to their own activities as individuals especially fetching food for their households rather than participating in CBO activities.

Secondly, local people are not enthusiastic to participate in activities that do not seem to yield desired benefits. Thirdly, some religious beliefs do not seem to promote popular participation for poverty alleviation. These include the denomination of Jehovah's Witnesses, which does not allow its members to be involved in community poverty alleviation activities.

## **CHAPTER 6: DECENTRALISATION, EXTERNAL INTERVENTIONS AND POPULAR PARTICIPATION FOR POVERTY ALLEVIATION**

### **Introduction**

Besides local organisations namely Community-based organisations (CBOs) and decentralised government structures, external actors such as Non-governmental Organisations (NGOs) and international donors also link the residents of Mumbwa district to participation in poverty alleviation activities. This chapter therefore discusses the extent to which external interventions enhance popular participation for poverty alleviation in a decentralised system of government. NGOs that are found in Mumbwa district include Christian Children's Fund (CCF) Incorporated Zambia, CARE International, Foundation for International Community Assistance (FINCA) Zambia Ltd, Forum for African Women Educationalists of Zambia (FAWEZA), Cooperative League of the United States of America (CLUSA) and Women for Change. In the case of international donors, they include Danish International Development Agency (DANIDA), United Nations Children's Fund (UNICEF) and Africa Development Bank (ADB).

External organisations operating in Mumbwa district are dependent on local government structures when carrying out their activities. Before any external organisation decides to embark on any programme/activity in the district, it consults the District Council Management. This is to ensure that their operations and/or activities are in line with Council plans. The Council requires all external organisations to follow its plans because under the Local Government Act of the Laws of Zambia, the Council is recognised as the only body responsible for development at district level. The Council is legally mandated to provide services such as water supply, sewerage, health, roads, education, markets and housing, among others (Interview with the District Planning Officer, August 2005).

On the one hand, this dissertation presents some instances where NGOs and donors have reached communities of Mumbwa district with vital and quite diverse functions such as mobilising local labour, promoting income generating activities as well as providing technical assistance and relief food to local people. They have

also linked local people to participation in poverty alleviation activities. On the other hand, there are some problems with the manner in which external organisations have implemented poverty alleviation activities in local communities.

To achieve its purposes, this chapter has been arranged into four sections. The first section is the introduction. The second section will discuss NGOs in relation to government decentralisation and popular participation for poverty alleviation. The third section will discuss international donors and the fourth section will be a conclusion.

### **Non-governmental Organisations**

A number of Non-governmental Organisations (NGOs) have been implementing poverty alleviation activities in Mumbwa district, and one of them is Christian Children's Fund (CCF) Inc., Zambia. CCF is a child-centred organisation and has established six catchment areas in Mumbwa district called Community Development Centres (CDCs). Each CDC is located in a particular ward, which includes Nambala, Shimbizhi, Nangoma, Myooye, Chabota and Kalundu wards.

Like CBOs, CCF's activities are carried out in collaboration with decentralised government institutions such as the District Council, District Development Coordinating Committee (DDCC), Ministries of Education, Health, Agriculture and Cooperatives as well as Forest Department. Through these collaborations, CCF is a member of the District-Water, Sanitation and Health Education (D-WASHE) committee. It is also a member of the District Development Coordinating Committee (DDCC). In addition, representatives of CCF attended a meeting organised by the Ministry of Education to discuss the Area Strategic Plan for Mumbwa district for the period July 2005 up to June 2008. The presence of CCF at the meeting was to enable it design and implement its activities in accordance with the government policy on education. CCF had also obtained Annual Plans for the Forest Department, Ministry of Agriculture and Cooperatives as well as Ministry of Health. This was to enable the NGO to tailor its activities along annual plans of these decentralised government structures. A workshop was also held involving these government institutions and CCF so as to agree on

programmes of partnership and to clearly define the role/s of each party. For example, in collaboration with the District Health Management Team (DHMT), CCF agreed to implement the Maternal Child Health (MCH) project in Mumbwa district. Under this project, by August 2005, among others, CCF had trained 36 Traditional Birth Attendants (TBAs) and 28 Malaria Control Agents (MCAs) to be based in the communities (Interview with the Area Sponsor Relations Officer-CCF, August 2005).

Myooye Community Development Centre (CDC) is one of the six CDCs established by CCF in Mumbwa district. Myooye CDC was established in Myooye ward in August 2004. In order to facilitate the engagement of local people in development and/or poverty alleviation activities implemented by CCF, each CDC has been divided into administrative units called Zones. There are five zones under Myooye CDC. These are Myooye, Nachibila, Mukupi, Luili and Malima Zones. Each zone is further divided into sections. There are between five and eight sections per zone. A section is the lowest organ comprising families of children that are enrolled in the CCF programme. There are between 20 and 25 families per section. Each section is headed by a Parent Family Educator (PFE) who is chosen by section members from amongst themselves, based on his/her ability to read and write. The link between the local level and district level institutions is as follows: A collection of Heads of Section, that is, PFEs in a particular zone forms the Zonal Committee. In turn, Zonal Committee members elect their own chairperson, vice chairperson and secretary from amongst themselves. Further, Zonal Committee chairpersons, vice chairpersons and secretaries form the CDC Association. CDC Association members also elect their own chairperson, vice chairperson and secretary from amongst themselves. In turn, CDC Association chairpersons, vice chairpersons and secretaries form a federation at district level called Mumbwa District Community Development Association (MDCDA) (Interview with the Area Sponsor Relations Officer-CCF, August 2005).

The process of identifying poverty alleviation activities that are implemented by CCF in the communities starts at section level. Section members identify problems that require solutions within the community. From there, the

process moves upwards through PFEs, Zonal Committees and CDC Associations up to the MDCDA (Interview with the Area Sponsor Relations Officer-CCF, August 2005).

One of the activities implemented by CCF is in the area of health care. In conjunction with the District Health Management Team (DHMT), CCF has implemented the Maternal Child Health (MCH) project in Mumbwa district. Under Myooye CDC, the MCH project comprises the following:

- 1) Construction of a Maternal Wing at Myooye Rural Health Centre. Here, the physical plan of the building was designed by the DHMT while the funds for constructing the same building have been provided by CCF.
- 2) CCF has bought 48 bicycles for Malaria Control Agents (MCAs) and Traditional Birth Attendants (TBAs).
- 3) CCF has bought 1,000 Insecticide Treated Mosquito Nets and given them to the DHMT for delivery to health centres and subsequently to MCAs. MCAs would then distribute them to people in the communities at a subsidised price of ZM K10,000 per net. For each mosquito net sold, ZM K1,000 would be given to the MCA as payment for his/her services. The rest of the money would go to the health centre. In turn, the health centre would transmit it to the DHMT so that more mosquito nets could be purchased. This approach was adopted so as to create a revolving fund and sustain the MCH project.
- 4) CCF has also facilitated the formation of three committees, namely, Logistics Committee, Planning Committee and Behavioural Change Committee at Myooye and Luili Rural Health Centres. Committee members were chosen by local people from amongst themselves because of their ability to read, write and volunteer as well as being trustworthy. The Logistics Committee is in charge of procuring, supplying and distributing Delivery Kits and mosquito nets as well as materials for the construction of a Maternal Wing (in the case of Myooye Rural Health Centre). The planning Committee is in charge of supervising and monitoring activities carried out under the MCH

project. The Behavioural Change Committee is in charge of mobilising and sensitising local people about maternal child health. Among others, local people are sensitised on the need for and methods of family planning and early antenatal care (Interview with the Area Sponsor Relations Officer-CCF, August 2005).

Implementation of the MCH project is coordinated by the District Coordinator at district level and by Field Facilitators at community level. Field Facilitators are also employees of the Ministry of Health based at health centres. These employees include Environmental Health Technologists. CCF provides financial allowances to the District Coordinator and all Field Facilitators of the MCH project. The District Coordinator is paid ZM K800,000 per month while Field Facilitators are paid ZM K400,000 per month (Interview with the Area Sponsor Relations Officer-CCF, August 2005).

However, there are problems associated with engaging local people in poverty alleviation activities implemented by CCF in the communities. Some people are not willing to be engaged in local committees facilitated by CCF and/or to attend meetings organised by the same local committees. This is because of the following: Firstly, local people are not interested in the issue of voluntarism which is associated with CCF activities. Instead of participating on voluntary basis, they look forward to be paid a salary or an allowance for their participation. The second problem involves long distances that local people are required to travel in order to attend meetings. On average they walk between eight and ten kilometres to reach the central or meeting point. Thirdly, local people usually look at direct benefits to themselves as individuals rather than community benefits. Communal benefits are usually resented. The fourth issue is that local people have lost interest in participating in community activities due to unfulfilled government and/or political promises. They have attended several meetings where promises have been made but without any implementation. As a result, local people have developed an attitude whereby they would begin by demanding for implementation of poverty alleviation activities before their participation in the same activities could be sort. Fifthly, local people tend to lack the sense of ownership of poverty alleviation

activities implemented in their communities (Interview with the Area Sponsor Relations Officer-CCF, August 2005).

On the part of Mumbwa District Council Management, they are dissatisfied with CCF's approach of not disclosing how much it has been spending on development and/or poverty alleviation activities implemented in the district. This approach has made it difficult for the Council to establish how much has been spent so far, for example, in the area of health services delivery in the district (Interview with the District Planning Officer, August 2005).

CARE International is another NGO operating in Mumbwa district. CARE International was providing relief food such as maize to people in wards like Myooye and Muona. Local people participated in this activity by attending meetings organised by CARE International to discuss modalities of distributing the food. Some individuals within the communities were also identified by the NGO and engaged in the actual process of distributing the food to local people (Interviews with 11 local people in Muona and Myooye wards, October 2004).

Forum for African Women Educationalists of Zambia (FAWEZA) is another NGO operating in Muona ward. FAWEZA was providing financial support towards the education of girl children. For example, it was paying school fees for selected girl children at Mumbwa High School. Local people participated by attending meetings organised by the same NGO to inform them about the NGO's support to local communities (Interviews with two local people in Muona ward, October 2004).

In Myooye ward, there was also the Cooperative League of the United States of America (CLUSA) that was educating local people on and giving them loans to engage in better methods of food production such as conservation farming. Local people participated by attending meetings organised by CLUSA where they were taught improved farming methods and to discuss the processes of implementing the same methods in the communities (Interviews with four local people in Myooye ward, October 2004).



However, the NGOs did not implement their activities in all the wards in Mumbwa district. For instance, there was no NGO operating in Nampundwe ward (Interview with Nampundwe Ward Councillor, October 2004).

The levels of local people's direct participation in poverty alleviation activities implemented by NGOs in Mumbwa district were also low. Interviews with local people revealed the following (see also table 6.1 below): In Mupona ward, three percent (two) of the 60 respondents said that they had participated in poverty alleviation activities implemented by NGOs while 96.7 percent had not. The methods of participation used by the two respondents were as follows: one of them stated that he had attended a meeting organised by FAWEZA where local people were informed about the financial support that the NGO was offering towards the education of girl children. The other respondent said that he was involved in the process of mobilising local people to attend meetings that were organised by FAWEZA.

In Myooye ward, 25 percent (15) of the 60 respondents revealed that they had participated in poverty alleviation activities implemented by NGOs while 75 percent had not. The methods of participation used by the 15 respondents were as follows:

- 1) Seven respondents indicated that they had attended meetings organised by CARE International to discuss modalities of distributing relief food to people in the communities. Four respondents said that, under CARE International, they were engaged in the actual process of distributing relief food to local people.
- 2) Three respondents revealed that they had attended meetings organised by CLUSA to discuss the issue of implementing improved farming methods such as conservation farming in the local communities. One respondent stated that he had mobilised his fellow local people to engage in conservation farming in accordance with CLUSA's teachings.

According to Nampundwe Ward Councillor, there was no NGO operating in Nampundwe ward. This could explain why there was no local person in

Nampundwe ward who indicated that he/she had participated in poverty alleviation activities implemented by NGOs.

As can be seen in table 6.1 below, the majority of the respondents did not participate in poverty alleviation activities implemented by NGOs. The table shows that nine percent of the 180 respondents indicated that they had participated in poverty alleviation activities implemented by NGOs while 90.6 percent had not.

**Table 6.1: Levels of local people's participation in poverty alleviation activities implemented by Non-governmental Organisations in Mupona, Myooye and Nampundwe Wards**

Ward	Participated in the activities		Total
	Yes	No	
Mupona	2 3.3%	58 96.7%	60 100%
Myooye	15 25%	45 75%	60 100%
Nampundwe	0 0%	60 100%	60 100%
Total	17 9.4%	163 90.6%	180 100%

Source: Field data

Factors that impeded full local people’s participation in poverty alleviation activities implemented by NGOs in Mumbwa district included the following: Most of the local people interviewed (80.6 percent of the 180 respondents) said that they did not participate in poverty alleviation activities through NGOs because they were not aware of activities that had been implemented by the NGOs. In this regard, the percentages were much higher in urban and semi-urban communities than rural areas. Table 6.2 below shows that 86.7 percent of the 60 respondents in Mupona ward and 100 percent in Nampundwe ward had been affected by this factor compared to 55 percent of the respondents in Myooye ward.

There were also around three percent (five) of the 180 respondents who indicated that they did not participate in poverty alleviation activities implemented by NGOs because they had not been invited. In this case, all the five respondents

were from Myooye ward. Four of them cited CARE International while one respondent cited CLUSA as NGOs that had not invited them to participate in poverty alleviation activities they were carrying out. In the case of CARE International, the mentioned activity involved the distribution of relief food. As for CLUSA, it was the issue of implementing improved farming methods such as conservation farming.

Table 6.2 shows that two percent (four) of the 180 respondents said that they could not participate in poverty alleviation activities implemented by NGOs in their communities because they were busy with other activities such as employment, business and attending school. The table also shows that another two percent of the 180 respondents revealed that they could not participate in poverty alleviation activities implemented by NGOs because of what they perceived to be corrupt NGO leadership. In this regard, two respondents from Myooye ward alleged that there were cases of corruption in the manner relief food provided by CARE International was being distributed to local people. For instance, individuals that had been engaged to distribute the food were allocating most of the food to themselves thereby leaving very little to be given to the ordinary local people. Furthermore, one respondent from Myooye ward indicated that CLUSA was not transparent in the manner it was identifying individuals to be educated on and given loans to engage in better methods of food production such as conservation farming. Another respondent from Mupona ward cited FINCA Zambia Ltd as having been selective in the manner it was disbursing loans to local people to enable them engage in income generating activities.

Table 6.2 also shows that there were two percent of the 180 respondents who revealed that they had not attended meetings organised by NGOs in the local communities because the places where the meetings were being held were far away from their homes. These respondents could not travel long distances to attend the meetings. Two of the respondents were from Mupona ward while one was from Myooye ward. In this case, all the three respondents cited CARE International as one NGO that did not hold its meetings at points or places that were closer to local people.

There was also one out of the 180 respondents who indicted that he could not participate in getting loans from FINCA Zambia Ltd because the loan repayment period was too short to enable him realise profit.

Table 6.2 below also shows that another person out of the 180 respondents argued that he could not participate in poverty alleviation activities implemented by NGOs because the activities could not achieve desired results. The respondent was from Myooye ward and gave an example of relief food distributed by CARE International as having been too inadequate to meet local people’s food needs.

**Table 6.2: Reasons for not participating in poverty alleviation activities implemented by Non-governmental Organisations in Mupona, Myooye and Nampundwe wards**

Ward	Reason for not participating in the activities								Total
	Not invited	Being busy	Meeting points are far from my home	Corrupt leaders	Results not desired	Loan repayment period is short	Not aware of the activities	Not Applicable (NA)	
Mupona	0 0%	2 3.3%	2 3.3%	1 1.7%	0 0%	1 1.7%	52 86.7%	2 3.3%	60 100%
Myooye	5 8.3%	2 3.3%	1 1.7%	3 5%	1 1.7%	0 0%	33 55%	15 25%	60 100%
Nampundwe	0 0%	0 0%	0 0%	0 0%	0 0%	0 0%	60 100%	0 0%	60 100%
Total	5 2.8%	4 2.2%	3 1.7%	4 2.2%	1 0.5%	1 0.5%	145 80.6%	17 9.4%	180 100%

Source: Field data

From table 6.2, it can be noted that the majority of the local people were not participating in poverty alleviation activities through NGOs. In addition, some NGOs were alleged to have been promoting the dependence syndrome rather than empowering local communities. One example was from Myooye ward where NGOs were seen to be merely giving handouts such as food to local people instead of imparting skills and providing other necessary resources to enable them become

productive (Interview with an Environmental Health Technologist at Myooye Rural Health Centre, October 2004).

### **International Donors**

International donors are another category of external actors that facilitate popular participation for poverty alleviation in local communities. The major international donor organisation found in Mumbwa district is the Danish International Development Agency (DANIDA). In conjunction with the Government of the Republic of Zambia (GRZ), DANIDA has established the Community-based Natural Resources Management (CBNRM) project in Mumbwa district. The CBNRM project aims at improving the livelihoods of local people through sustainable utilisation of natural resources. The project operates in all the seven chiefdoms of Mumbwa district. The CBNRM project has a secretariat comprising representatives of DANIDA, District Administration, District Council, Fisheries Department, Forest Department and Zambia Wildlife Authority (ZAWA). The secretariat of the CBNRM project is chaired by the District Commissioner (DC). All project work plans and budgets are presented to the secretariat for approval. In addition, the District Council is a signatory to all operational costs of the CBNRM project (Interviews with the CBNRM Project Coordinator and the District Administrative Officer, August 2005).

The CBNRM project has trained local people in the areas of wildlife management, forestry, fisheries, agri-business and tourism. It has also provided grants to enable local people engage in income generating activities such as bee-keeping, fish farming, piggery and chicken rearing, among others. The programme of bee-keeping is one of the strategies under wildlife management. Here, local people have been trained on how to keep bees. They have also been provided with inputs such as top bars, smokers, overalls and packets. In the area of agri-business, local people have been trained in piggery and chicken rearing. Under this project, local people participate by providing bricks, building sand and stones for building piggeries and chicken runs. In order to enhance popular participation in its activities and strategies, the CBNRM project has established Community Resource

Boards (CRBs) in all chiefdoms that have Game Management Areas (GMAs). One such area is Shakumbila's chiefdom where the Blue Lagoon National Park is located. In non-GMAs (chiefdoms without wildlife), Natural Resources Boards (NRBs) have been established. For the purposes of the CBNRM project, there is one Field Facilitator in each chiefdom except for Shakumbila and Kaindu chiefdoms where each one of them has got two Field Facilitators. Each CRB/NRB is divided into Village Action Groups (VAGs). On average, there are seven VAGs per CRB/NRB. A VAG comprises local people who have decided to be involved in the CBNRM project. VAG members decide the projects or activities they want to be undertaken in their community. Thereafter, they present their decisions to Field Facilitators who in turn present them to the CRB/NRB. Subsequently, the CRB/NRB presents the proposed projects or activities to the CBNRM Project Secretariat so that appropriate decisions are made and actions taken (Interview with CBNRM Project Coordinator, August 2005).

In the process of implementing poverty alleviation activities in the communities, the CBNRM project collaborates with specific decentralised government structures like the Forest Department, District Council and ZAWA. The CBNRM project collaborated with the Forest Department to investigate and establish natural resources in local communities. The project also provided training to employees of Mumbwa District Council in the area of Geographical Information System (GIS) including Global Positioning System (GPS). Further, in conjunction with ZAWA, the CBNRM project implemented the Village Scout programme where Village Scouts were put in place to enforce the law on game management (Interview with CBNRM Project Coordinator, August 2005).

Nonetheless, the levels of local people's direct participation in poverty alleviation activities implemented by international donors in Mumbwa district were very low. Interviews with local people revealed the following: In Mupona ward, two out of the 60 respondents said that they had participated in the activities while 58 had not (see table 6.3 below). The two respondents who participated said they had attended meetings organised by DANIDA concerning the CBNRM project. In Myooye ward, five out of the 60 respondents revealed that they had participated in

poverty alleviation activities implemented by donors while 55 had not. Four out of the five respondents who had participated mentioned that they attended meetings organised by DANIDA concerning the CBNRM project. The other person said that he was involved in the process of mobilising building materials such as bricks, sand and stones for building piggeries and chicken runs under the CBNRM project. Probably, the majority of the respondents in Mupona and Myooye wards could have been prevented from participating in the CBNRM project by the fact that the project had not yet expanded to all the communities. For instance, in Chief Mumba’s area where Mupona ward was located as well as Chief Shakumbila’s area where Myooye ward was located, the CBNRM project was quite new and in the process of expanding (Interview with CBNRM Project Coordinator, August 2005).

Similarly, according to Nampundwe Ward Councillor, there was no donor organisation operating in Nampundwe ward. This could explain why table 6.3 below shows that there was no local person in Nampundwe ward who indicated that he/she had participated in poverty alleviation activities implemented by donors.

Overall, table 6.3 shows that the majority of the respondents had not participated in poverty alleviation activities implemented by donors. The table shows that seven out of the 180 respondents indicated that they had participated in poverty alleviation activities implemented by donors while 173 had not.

**Table 6.3: Levels of local people’s participation in poverty alleviation activities implemented by International Donors in Mupona, Myooye and Nampundwe Wards**

Ward	Participated in the activities		Total
	Yes	No	
Mupona	2 3.3%	58 96.7%	60 100%
Myooye	5 8.3%	55 91.7%	60 100%
Nampundwe	0 0%	60 100%	60 100%
Total	7 3.9%	173 96.1%	180 100%

Source: Field data

Factors that were responsible for the low levels of local people's direct participation in poverty alleviation activities implemented by international donors in Mumbwa district were as follows: 160 out of the 180 respondents indicated that they did not participate because they were not aware of any poverty alleviation activity that had been implemented by donors in their communities. This factor affected the majority of the respondents in all the three wards (see table 6.4 below). The table also shows that six out of the 180 respondents said that they had not participated in poverty alleviation activities implemented by donor organisations because they were not invited. Three of these respondents were from Mupona ward while the other three were from Myooye ward. All the six respondents argued that DANIDA had not invited them to participate in the CBNRM project.

According to table 6.4, five respondents said that they could not participate in poverty alleviation activities implemented by donors in their communities because they were busy attending to other activities such as employment, business and school. There was also one person who indicated that he was not interested in the CBNRM project which had been implemented by DANIDA. The table also shows that one respondent mentioned that poverty alleviation activities that were being implemented by donors in the communities could not achieve desired results. This respondent was from Mupona ward and cited the bee-keeping programme under the support of DANIDA's CBNRM project as one programme that could not ensure availability of adequate food and income for local households. The respondent felt that there was need for the CBNRM project to invest in the agricultural sector so that local people could produce enough food and income for themselves.



**Table 6.4: Reasons for not participating in poverty alleviation activities implemented by International Donors in Mupona, Myooye and Nampundwe wards**

Ward	Reason for not participating in the activities						Total
	Not invited	Being busy	Results not desired	Not interested	Not aware of the activities	Not Applicable (NA)	
Mupona	3 5%	3 5%	1 1.7%	1 1.7%	50 83.3%	2 3.3%	60 100%
Myooye	3 5%	2 3.3%	0 0%	0 0%	50 83.3%	5 8.3%	60 100%
Nampundwe	0 0%	0 0%	0 0%	0 0%	60 100%	0 0%	60 100%
Total	6 3.3%	5 2.8%	1 0.5%	1 0.5%	160 88.9%	7 3.9%	180 100%

Source: Field data

Donor organisations were also seen not to have taken a holistic approach to poverty alleviation in the communities. In Mupona ward, local people had been supported and encouraged by DANIDA's CBNRM project to engage in income generating activities such as fish farming and bee-keeping but the issue of marketing the products was not tackled. There was no local market for products such as fish and honey (Interview with a Mupona Ward Development Committee Trustee, October 2004).

In Myooye ward, despite DANIDA having educated local people on income generating activities such as bee-keeping, and tie and dye of clothes in the year 2003, the necessary financial and material resources were not provided to enable them put into practice what they had learnt (Interview with the Secretary of Myooye Agriculture Cooperative Society, October 2004).

However, according to the management of the CBNRM project, some of the local people did not participate in poverty alleviation activities implemented by the CBNRM project because they were sceptical about the project (Interview with CBNRM Project Coordinator, August 2005).

## **Conclusion**

The evidence we have presented reveals that to some extent external actors have enhanced popular participation for poverty alleviation in Mumbwa district. On the other hand, there are some problems with external organisations' ability to attract full participation by local people in poverty alleviation activities. The findings show that decentralisation of the government system enables external actors such as Non-governmental Organisations (NGOs) and international donors to complement decentralised government institutions in the process of alleviating poverty in the communities. NGOs and donors on the one hand and local government structures on the other are partners in providing social services such as children's basic needs in particular as well as relief food, health care and education services to local people in general. The partnership is also in areas such as management of fisheries, forests and wildlife as well as in promoting farming activities in local communities. NGOs and donors provide financial support towards income generation for local people and infrastructure development especially in the health sector. Donors such as the Danish International Development Agency (DANIDA) also provide technical assistance in areas such as Geographical Information System (GIS) including Global Positioning System (GPS) to local government institutions like the District Council.

The findings also reveal that consultations that exist between decentralised government institutions on the one hand and NGOs and donors on the other ensure that external interventions comply with government policies. However, the findings also suggest that local government institutions do not have total control over poverty alleviation activities that are implemented by NGOs and donors in the communities. For example, Mumbwa District Council seems to have no powers to ensure that all external organisations disclose how much they spend in development and/or poverty alleviation activities they implement in the district. In addition, external actors tend not to take a holistic approach to poverty alleviation in the communities. They implement poverty alleviation activities in areas of their interest while leaving out other areas despite such areas being important to the survival of local people. For instance, DANIDA's Community-based Natural Resources

Management (CBNRM) project provides grants to local people to enable them engage in income generating activities such as fish farming and bee-keeping but the project has not provided markets for the products.

External interventions also link local people to participation in poverty alleviation activities and strategies. In this regard, popular participation is enhanced through established community organisations. These include Community Development Centres (CDCs), Zonal Committees, Sections, Logistics Committees, Planning Committees and Behavioural Change Committees facilitated by NGOs like Christian Children's Fund (CCF) Inc., Zambia. Other community organisations include Community Resource Boards (CRBs) in Game Management Areas (GMAs), Natural Resources Boards (NRBs) in non GMAs, Village Action Groups (VAGs) and Village Scouts facilitated by donors like DANIDA's CBNRM project. Through community organisations, local people are engaged in the processes of identifying and discussing poverty alleviation activities that are implemented by NGOs and donors in local communities. Local people participate by attending meetings organised by community organisations. They also provide local labour when implementing NGO and donor activities.

However, the majority of local people in Mumbwa district do not participate directly in poverty alleviation activities implemented by either NGOs or donors. The findings indicated that nine percent of the local people had participated in poverty alleviation activities implemented by NGOs while 90.6 percent had not. Looking at activities implemented by international donors, four percent of the respondents in Mumbwa district revealed that they had participated while 96.1 percent had not. The findings suggested that the major reason for this level of local people's participation was lack of awareness of the same poverty alleviation activities. 80.6 percent of the local people argued that they were not aware of poverty alleviation activities carried out by NGOs in the communities. Similarly, 88.9 percent of the local people said that they were not aware of poverty alleviation activities implemented by donors in local communities.

There were six other factors that contributed to the partial rather than full community participation in poverty alleviation activities implemented by external

organisations in Mumbwa district. The first one was that local people were not interested in the concept of voluntarism which was usually associated with poverty alleviation activities implemented at the local level. Instead, they looked forward to being paid for their participation. Secondly, local people tended to have difficulties to travel long distances to attend meetings organised by either NGOs or donor organisations. Thirdly, some of the local people were sceptical about external interventions. Fourthly, some individuals preferred to participate in development and/or poverty alleviation activities that provided benefits directly to them rather than the community. Fifthly, local people lacked the sense of ownership of poverty alleviation activities implemented by external organisations in the communities. Finally, local people had lost interest in participating in communal poverty alleviation activities due to unfulfilled government and/or political promises.

## CHAPTER 7: CONCLUSIONS

This chapter discusses the conclusions. The discussion will focus on two main issues. Firstly, it will recapitulate key findings of the study. Secondly, it will suggest the way forward so as to enhance popular participation for poverty alleviation in a decentralised system of government.

To repeat the statement of the problem and objectives of the study presented in chapter one: in a decentralised system of government, it is expected that there would be effective popular participation in development and poverty alleviation activities and strategies. Local people are also expected to be in charge of their affairs. However, in Zambia despite the existence of a decentralised system of government, the level of participation by local people in activities and strategies related to poverty alleviation is still weak (Lolohij et al., 2001; Coalition 2001, 2002). The majority of the Zambian population (67 percent) are also poor, with rural areas having a much higher proportion of poor people than urban areas (Moonze, 2005). The general objective of the study was to investigate the nature and level of popular participation in poverty alleviation activities in Zambia, and in the process establish factors that have impeded full community participation in such activities by local communities. The specific objectives were: firstly, to conduct a study in Mumbwa district. Secondly, to investigate and establish the extent to which the presence of deconcentrated sector ministries, devolved government institutions, Community-based Organisations (CBOs) and external actors at the local level have facilitated popular participation in poverty alleviation activities and strategies. Thirdly, to investigate and establish factors that impede full local participation in poverty alleviation activities and strategies.

To achieve the objectives, a study was conducted in Mumbwa district in Zambia, focusing on the nature and level of popular participation in poverty alleviation activities and strategies. In the discussion of the socio-economic profile of Mumbwa district in chapter two, it has been shown that decentralised government structures have no capacity to effectively empower local people. 45 percent of the 48,134 economically active population in Mumbwa district are not engaged in economic activities. The rate of unemployment in the district is even

higher than the national rate. At national level, 44 percent of the labour force are not engaged in economic activities (Central Statistical Office, 2004). The findings also suggest that there are low income levels in Mumbwa district. Most local people's earnings are below US \$20 per month or two-thirds of a US dollar per day. In addition, to access social services such as education and health care, local people need to travel long distances to reach the service centres as well as to pay user-fees that seem to be too high for them to afford.

The District Development Coordinating Committee (DDCC) is unable to effectively coordinate poverty alleviation activities in Mumbwa district because of lack of a legal mandate to back the enforcement of its decisions. Further, the poverty situation in Mumbwa district is exacerbated by poor performance of the agricultural sector. Because of prolonged cases of drought, local people are unable to produce adequate food for themselves or to obtain adequate incomes from the agricultural sector upon which economic activities of the district are based. Eventually, most of the local people cannot afford to purchase food from surplus regions of the country. They tend to depend on supplies of relief food from the Zambian government, Non-governmental Organisations (NGOs) and CBOs. Although, the Zambian government and civil society organisations have been providing relief food to local people, the supplies are unreliable. Firstly, the supplies of the food are inconsistent. Secondly, the quantities of relief food are inadequate to meet local people's needs.

To some extent, the findings have revealed that decentralisation of the Zambian government has facilitated and enhanced popular participation in poverty alleviation activities and strategies. The case study of Mumbwa district shows that decentralisation of the government system has led to the establishment of a variety of institutions that link local people to participation for poverty alleviation. These institutions include deconcentrated sector ministries, devolved government institutions, CBOs and external actors. Decentralised government structures have facilitated popular participation for poverty alleviation by establishing community institutions through which local people participate. Under deconcentrated sector ministries, there are community institutions like Cooperatives, Neighbourhood

Health Committees (NHCs) and Parent-teacher Associations (PTAs). Under devolved government institutions, there are local government institutions such as the District Council and Traditional rulers. These institutions enable local people to elect and/or appoint their own representatives as well as to enhance their participation in the provision of socio-economic needs such as food, health care, safe drinking water, education, housing and income.

The findings also reveal that decentralisation of the Zambian government has enabled CBOs and external actors on the one hand and decentralised government structures on the other to become partners in enhancing popular participation for poverty alleviation. Like decentralised government structures, CBOs, NGOs and international donors facilitate popular participation for poverty alleviation by establishing community institutions through which local people participate. NGOs such as Christian Children's Fund (CCF) Inc., Zambia, have established community institutions like Community Development Centres (CDCs), Zonal Committees, Sections, Logistics Committees, Planning Committees and Behavioural Change Committees. In the case of international donors such as the Danish International Development Agency (DANIDA), they have facilitated the establishment of community organisations like Community Resource Boards (CRBs) in Game Management Areas (GMAs), Natural Resources Boards (NRBs) in non GMAs, Village Action Groups (VAGs) and Village Scouts. These community organisations including CBOs enable local people to elect and/or appoint their own representatives as well as to enhance their participation in the provision of socio-economic needs such as food, health care, education, housing, clothing, income as well as social and spiritual support.

In the process of implementing poverty alleviation activities in the communities, CBOs, NGOs and donors collaborate with specific decentralised government institutions. For instance, before any CBO or external organisation decides to embark on any programme/activity in the district, it consults the District Council Management. This is to ensure that the operations and/or activities are in line with Council plans. The Council requires all CBOs and external organisations to follow its plans because under the Local Government Act of the Laws of

Zambia, the Council is recognised as the only body responsible for development at district level. The Council is mandated to provide services such as water supply, sewerage, health, roads, education, markets and housing, among others. Similarly, when implementing poverty alleviation activities in areas that are under the jurisdiction of specific government ministries or departments, consultations are held with such institutions. For instance, development projects that are implemented by CBOs, NGOs and donors in forests are carried out in conjunction with the Forest Department. For projects in Game Management Areas (GMAs), their implementation is done in collaboration with Zambia Wildlife Authority (ZAWA). The consultations and collaborations are aimed at ensuring that poverty alleviation activities implemented by CBOs and external organisations comply with government policies.

Despite the existence of administrative arrangements to ensure that operations of CBOs and external actors comply with government policies, the findings have shown that local government institutions do not have total control over poverty alleviation activities implemented by CBOs, NGOs and donors in the communities. For example, Mumbwa District Council seems to have no powers to ensure that all external organisations disclose how much they spend in development and/or poverty alleviation activities they implement in the district. What this implies is that civil society organisations as well as international development institutions are not accountable to decentralised government structures that are legally mandated to implement government policies. This further creates administrative problems on the part of local government institutions. For example, due to lack of relevant information, the District Council would be unable to determine the cost-effectiveness of poverty alleviation activities carried out in the district as a whole. In addition, external actors tend not to take a holistic approach to poverty alleviation in the communities. Rather their activities are selective in nature. For instance, DANIDA's Community-based Natural Resources Management (CBNRM) project provides grants to local people to enable them engage in income generating activities such as fish farming and bee-keeping but does not provide markets for the products.



The findings show that community institutions either under decentralised government structures, CBOs or external actors, enable popular participation for poverty alleviation to take two forms. These are direct and indirect participation. Under direct participation, local people attend meetings that enable them to participate in the processes of deciding poverty alleviation activities and strategies that are carried out in their communities. They also participate at the stage of implementing the decisions by way of contributing money and/or local labour. Under indirect participation, representatives of local people make decisions on behalf of the people. For example, it is the responsibility of the Health Centre Committee (HCC) chairperson to consent to the way all user fees generated at the health centre are spent.

The findings also indicate that the rate of local people's participation in poverty alleviation activities tends to increase when there is a variety of participation options such as attending meetings as well as contributing money and labour. Furthermore, the rate of popular participation in Mumbwa district tends to increase in poverty alleviation activities that local people consider to be providing immediate benefits. For example, paying for safe drinking water at a borehole that individuals depend on or paying PTA Project Fund to enable one's child attend school. Local people's participation rate is also higher when dealing with the issue of food provision rather than other aspects of poverty alleviation like health care and education. The evidence also shows that sensitisation is an effective strategy of enhancing local people's participation in the provision of health services.

On the other hand, when we focus on various aspects of poverty alleviation as well as larger communities such as the district as a whole, we note that decentralisation of the Zambian government has not achieved full direct participation by local people in poverty alleviation activities. The findings show that less than two percent of local people in Mumbwa district mentioned that they had participated in poverty alleviation activities implemented by the Council; 24.2 percent had participated in activities implemented by Traditional rulers; 14.4 percent participated in activities implemented by CBOs; nine percent had participated in activities implemented by NGOs; and four percent participated in

activities implemented by international donors. What the findings suggest is that Traditional rulers were able to attract a higher percentage of local people to participation for poverty alleviation than other organisations operating in the local communities.

The findings reveal that there are multiple factors that have impeded full community participation in poverty alleviation activities in the communities of Mumbwa district. These include the following:

- 1) Lack of awareness. Some of the local people are not aware of poverty alleviation activities implemented by various institutions in the communities.
- 2) Most of the local people are unable to participate in poverty alleviation activities implemented by institutions such as Cooperative Societies because they cannot afford to raise money which is demanded by the same institutions to enable them participate in such activities.
- 3) Local people are unable to travel long distances between their homes and places/points where community organisations hold their meetings to make decisions about activities of poverty alleviation in the communities.
- 4) Local people are not interested in the concept of voluntarism which is usually associated with poverty alleviation activities implemented at the local level. Instead, they want to be paid for participating in poverty alleviation activities.
- 5) Local people tend to be committed to personal activities such as fetching food for their own households rather than participating in collective poverty alleviation activities.
- 6) There are some religious beliefs that do not seem to promote popular participation for poverty alleviation. For example, the denomination of Jehovah's Witnesses does not allow its members to be involved in poverty alleviation activities that are carried out communally.

- 7) Local people seem to be sceptical about participating in poverty alleviation activities implemented by external organisations such as NGOs and international donors.
- 8) Local people have lost interest in participating in communal poverty alleviation activities due to unfulfilled government and/or political promises.

Relating the findings to objectives of the study, we note that to some extent the objectives have been achieved. The study was successfully conducted in Mumbwa district in Zambia, focusing on the nature and level of popular participation in poverty alleviation activities. Various institutional options that facilitate popular participation for poverty alleviation at the local level have been established. They include deconcentrated sector ministries, devolved government institutions, CBOs and external actors. Through these institutions, popular participation for poverty alleviation takes two forms, namely, direct and indirect participation. The objective of investigating and establishing the extent to which the presence of deconcentrated sector ministries, devolved government institutions, CBOs and external actors at the local level have facilitated popular participation in poverty alleviation activities has also been achieved. To some extent, the findings have shown that the institutions have not managed to achieve full community participation for poverty alleviation at the local level. The levels of local people who directly participate in poverty alleviation activities implemented by various institutions in communities are low. Further, the findings have managed to achieve the objective of establishing factors that have impeded full local participation in poverty alleviation activities in the communities of Mumbwa district.

Considering that decentralisation of the Zambian government aims at, among others, enhancing popular participation in poverty alleviation activities and strategies, the above-mentioned conclusions therefore create an opportunity to suggest the way forward so as to fully achieve this objective of the decentralisation process. The following are the suggestions:

- 1) The Central Government should enact a legal framework to back the operations and decisions of the District Development Coordinating

Committee (DDCC) so as to ensure effective coordination of development and poverty alleviation activities at district level.

- 2) The District Council should be granted the legal mandate to coordinate all development and poverty alleviation activities implemented by CBOs, NGOs and donors in the communities. This is to ensure easy assessment of all processes, activities and strategies of poverty alleviation in the district as a whole.
- 3) Local and/or community institutions such as Cooperatives, Neighbourhood Health Committees (NHCs), Parent-teacher Associations (PTAs), District Council, Ward Development Committees (WDCs), CBOs, Community Development Centres (CDCs), Zonal Committees, Sections, Logistics Committees, Planning Committees, Behavioural Change Committees, Community Resource Boards (CRBs), Natural Resources Boards (NRBs), Village Action Groups (VAGs) and Village Scouts should be working in collaboration with Traditional rulers. This is to enable more local people to be engaged in poverty alleviation activities and strategies. This is achievable because Traditional rulers tend to attract a higher percentage of their subjects to participation for poverty alleviation than other institutions at the local level.
- 4) All organisations operating in the communities either under decentralised government institutions, CBOs or external actors should sensitise local people about poverty alleviation activities they carry out as well as to ensure that local people develop the sense of ownership of the activities. This would enable local people to feel that they are key stakeholders in carrying out poverty alleviation activities at the local level. This would further enable them to develop the enthusiasm to participate in the same activities.
- 5) Contribution of money should not be used as the only method of local people's participation in poverty alleviation activities. This is because most of the local people cannot easily afford to raise money. As such,

there should be a variety of participation options for local people so that majority of them have the opportunity to participate.

- 6) The locations of places/points where community organisations hold their meetings to decide poverty alleviation activities to be implemented should be close to where people reside. This strategy will reduce the distance that local people travel to attend meetings and participate in the processes of decision-making for poverty alleviation in the communities.
- 7) Voluntarism should not be taken as the only pattern of popular participation for poverty alleviation. Incentives should also be given directly to individuals who participate in poverty alleviation activities so as to motivate them.
- 8) Community organisations should ensure that local people have access to adequate food before requesting them to participate in other aspects of poverty alleviation such as health care and education. This would prevent them from being pre-occupied with the issue of fetching food for their individual households rather than participating in other aspects of poverty alleviation that require collective or communal action.
- 9) External organisations such as NGOs and international donors should implement their activities in collaboration with local organisations like decentralised government structures and CBOs so that local people's scepticism about external organisations or external interventions is eliminated.
- 10) Development and poverty alleviation promises that are made by government officials in the communities should be fulfilled so that local people can develop a sense of trust of organisations that implement poverty alleviation activities in the communities as well as to enable them have the enthusiasm to participate in the same activities.

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## Appendices

### Appendix A: 2004 Questionnaire – Local People

Dear Respondent,

I am Madimutsa Clever, a post-graduate student at the University of Zambia. I am conducting a study to enable me to partially fulfill the requirements of the Degree of Master of Public Administration (MPA).

You have been selected, and I would be most grateful if you would kindly spare a few minutes to answer a few questions. This is a study on participation and poverty alleviation. All information that you offer will be kept strictly confidential. It is exclusively for the use of the MPA Dissertation. I encourage you to be as frank as possible in answering the questions.

#### Instructions:

Circle the number against the appropriate response or fill in the blank space.

#### Part One: Personal Data

1. Sex

1. Male

2. Female

2. Age: ..... years

3. Marital Status

1. Single

2. Married

3. Widowed

4. Divorced

4. Highest level of education

1. Lower primary school

4. Senior secondary school

2. Upper primary school

5. College/University

3. Junior secondary school

6. Never went to school

5. What kind of employment are you in?
  1. Formal
  2. Informal
  3. Unemployed
  
6. How adequate is your household income?
  1. Very adequate
  2. Adequate
  3. Inadequate
  4. Very inadequate
  99. Don't Know
  
7. Ward of household
  1. Mupona
  2. Myooye
  3. Nampundwe
  
8. Do you belong to any political party?
  1. Yes
  2. No
  
9. Do you belong to any Non-Governmental Organisation (NGO) or Community Based Organisation (CBO)?
  1. Yes
  2. No

## **Part Two: Popular Participation in Poverty Alleviation Activities and Strategies**

### **District Council and Government Ministries**

10. What do you think is the work of the District Council and government ministries in your community?
 

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11. Has the District Council implemented any project to alleviate poverty (that is to provide food, shelter, health care, education, income, sanitation or safe drinking water) in your community?
  1. Yes
  2. No (*skip to q13*)
  99. Don't know (*skip to q13*)



12. If yes to q11, for which needs and when was that done?
- |               |       |
|---------------|-------|
| Need/service: | Year: |
| 1. _____      | _____ |
| 2. _____      | _____ |
13. Do you agree with the statement that 'local people should participate when deciding or implementing projects aimed at alleviating poverty in their communities?'
1. Yes (*skip to q15*)    2. No    99. Don't Know (*skip to q15*)
14. If no to q13, why shouldn't they participate?
1. Local people are illiterate or not knowledgeable
  2. It is not easy to organise local labour
  3. Projects that involve people's participation take long to achieve desired results
  4. Other (specify) \_\_\_\_\_
15. Has the district council put in place channels that can be used by local people to participate in poverty alleviation activities/projects?
1. Yes    2. No (*skip to q22*)    99. Don't Know (*skip to q22*)
16. If yes to q15, do you make use of any of these channels of participation?
1. Yes    2. No (*skip to q21*)
17. If yes to q16, which method of participation do you frequently use?
1. Attending meetings organised by the Councillor and/or Council officials
  2. Contributing money
  3. Contributing labour
  4. Other (specify) \_\_\_\_\_

18. What other method do you sometimes use?
1. Attending meetings organised by the Councillor and/or Council officials
  2. Contributing money
  3. Contributing labour
  4. None
  5. Other (specify) \_\_\_\_\_
19. Are you satisfied with the way the channels of participation are managed?
1. Yes (*skip to q22*)
  2. No
20. If no to q19, what is wrong with these channels?
1. There is corruption among the leaders
  2. Projects never achieve desired results due to inadequate resources
  3. Places where meetings are held are far from my home
  4. Other (specify) \_\_\_\_\_
21. If no to q16, why don't you use these channels of participation?
1. There is corruption among the leaders
  2. Projects never achieve desired results due to inadequate resources
  3. I cannot work with members of other political parties
  4. My religion does not allow participation (specify religion) \_\_\_\_\_
  5. My culture/tradition does not allow participation
  6. Places where meetings are held are far from my home
  7. I'm satisfied with my living conditions
  8. Other (specify) \_\_\_\_\_

22. a) Has any government ministry implemented any project to alleviate poverty (that is to provide food, shelter, health care, education, income, sanitation or safe drinking water) in your community?

1. Yes                      2. No (*skip to q23*)                      99. Don't know (*skip to q23*)

b) If yes to q22a, for which needs and when was that done?

Need/service:

Year:

1. \_\_\_\_\_

\_\_\_\_\_

2. \_\_\_\_\_

\_\_\_\_\_

23 a) Has any government ministry put in place channels that local people can use to participate in poverty alleviation activities/projects?

1. Yes                      2. No (*skip to q30*)                      99. Don't Know (*skip to q30*)

b) If yes to q23a, which ministries?

\_\_\_\_\_  
\_\_\_\_\_

24. Do you make use of any of these channels of participation?

1. Yes                      2. No (*skip to q29*)

25. If yes to q24, which method of participation do you frequently use?

1. Attending meetings organised by the Member of Parliament (MP)
2. Attending meetings organised by Extension officers
3. Contributing money
4. Contributing labour
5. Other (specify) \_\_\_\_\_

26. What other method do you sometimes use?

1. Attending meetings organised by the MP
2. Attending meetings organised by Extension officers
3. Contributing money
4. Contributing labour
5. None
6. Other (specify) \_\_\_\_\_

27. Are you satisfied with the way the channels of participation are managed?

1. Yes (*skip to q30*)
2. No

28. If no to q27, what is wrong with these channels?

1. There is corruption among the leaders
2. Projects never achieve desired results due to inadequate resources
3. Places where meetings are held are far from my home
4. Other (specify) \_\_\_\_\_

29. If no to q24, why don't you use these channels of participation?

1. There is corruption among the leaders
2. Projects never achieve desired results due to inadequate resources
3. I cannot work with members of other political parties
4. My religion does not allow participation (specify religion) \_\_\_\_\_
5. My culture/tradition does not allow participation
6. Places where meetings are held are far from my home
7. I'm satisfied with my living conditions
8. Other (specify) \_\_\_\_\_

### Non-governmental Organisations (NGOs)/International Donors

30. How satisfied are you with the way your household accesses food, shelter, health care, education, income, sanitation and safe drinking water?

- |                         |                           |
|-------------------------|---------------------------|
| 1. Completely satisfied | 4. Unsatisfied            |
| 2. Satisfied            | 5. Completely unsatisfied |
| 3. Indifferent          | .                         |

31. Are there any Non-governmental Organisations (NGOs)/International donors in your community?

1. Yes      2. No (*skip to q40*)      99. Don't Know (*skip to q40*)

32. If yes to q31, has any NGO/donor implemented projects of poverty alleviation in your community?

1. Yes      2. No (*skip to q40*)      99. Don't Know (*skip to q40*)

33. If yes to q32, which NGOs/donor, what services have they offered and when was that done?

NGO/donor:	Service:	Year:
1. _____	_____	_____
2. _____	_____	_____

34. Are you satisfied with the services offered by these NGOs/donors?

1. Yes (*skip to q36*)      2. No

35. If no to q34, what is wrong with them?

\_\_\_\_\_  
\_\_\_\_\_

36. Do you participate in projects that are implemented by NGOs/donors in your community?

1. Yes      2. No (*skip to q39*)

37. If yes to q36, what method of participation do you frequently use?

1. Attending meetings organised by the NGO/donor
2. Contributing money
3. Contributing labour
4. Other (specify) \_\_\_\_\_

38. What other method do you sometimes use?

1. Attending meetings organised by the NGO/donor
2. Contributing money
3. Contributing labour
4. None
5. Other (specify) \_\_\_\_\_

39. If no to q36, why don't you participate?

1. There is corruption among the leaders
2. Projects never achieve desired results due to inadequate resources
3. I cannot work with members of other political parties
4. My religion does not allow participation (specify religion) \_\_\_\_\_
5. My culture/tradition does not allow participation
6. Places where meetings are held are far from my home
7. I'm satisfied with my living conditions
8. Other (specify) \_\_\_\_\_

### **Community-Based Organisations (CBOs)**

40. Are there any Community-Based Organisations (CBOs) in your community?

1. Yes                      2. No (*skip to q49*)                      99. Don't Know (*skip to q49*)

41. If yes to q40, has any CBO implemented projects of poverty alleviation in your community?

1. Yes                      2. No (*skip to q49*)                      99. Don't Know (*skip to q49*)

42. If yes to q41, which CBOs, what services have they offered and when was that done?

CBO:

Service:

Year:

1. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

2. \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

43. Are you satisfied with the services offered by these CBOs?

1. Yes (*skip to q45*)

2. No

44. If no to q43, what is wrong with them?

\_\_\_\_\_

\_\_\_\_\_

45. Do you participate in projects that are implemented by CBOs in your community?

1. Yes

2. No (*skip to q48*)

46. If yes to q45, what method of participation do you frequently use?

1. Attending meetings organised by the CBO

2. Contributing money

3. Contributing labour

4. Other (specify) \_\_\_\_\_

47. What other method do you sometimes use?

1. Attending meetings organised by the CBO

2. Contributing money

3. Contributing labour

4. None

5. Other (specify) \_\_\_\_\_

48. If no to q45, why don't you participate?

1. There is corruption among the leaders
2. Projects never achieve desired results due to inadequate resources
3. I cannot work with members of other political parties
4. My religion does not allow participation (specify religion) \_\_\_\_\_
5. My culture/tradition does not allow participation
6. Places where meetings are held are far from my home
7. I'm satisfied with my living conditions
8. Other (specify) \_\_\_\_\_

**Ward Development Committee (WDC)**

49. Do you have the Ward Development Committee (WDC) in your community?

1. Yes                      2. No (*skip to q58*)                      99. Don't Know (*skip to q58*)

50. If yes to q49, has the WDC implemented any projects of poverty alleviation in your community?

1. Yes                      2. No (*skip to q58*)                      99. Don't Know (*skip to q58*)

51. If yes to q50, what services has it offered and when was that done?

Service:

Year:

1. \_\_\_\_\_
2. \_\_\_\_\_

52. Are you satisfied with the services offered by the WDC?

1. Yes (*skip to q54*)                      2. No

53. If no to q52, what is wrong with them?

\_\_\_\_\_

\_\_\_\_\_



54. Do you participate in projects that are implemented by the WDC?

1. Yes                      2. No (skip to q57)

55. If yes to q54, what method of participation do you frequently use?

1. Attending meetings organised by the WDC  
2. Contributing money  
3. Contributing labour  
4. Other (specify)\_\_\_\_\_

56. What other method do you sometimes use?

1. Attending meetings organised by the WDC  
2. Contributing money  
3. Contributing labour  
4. None  
5. Other (specify)\_\_\_\_\_

57. If no to q54, why don't you participate?

1. There is corruption among the leaders  
2. Projects never achieve desired results due to inadequate resources  
3. I cannot work with members of other political parties  
4. My religion does not allow participation (specify religion)\_\_\_\_\_  
5. My culture/tradition does not allow participation  
6. Places where meetings are held are far from my home  
7. I'm satisfied with my living conditions  
8. Other (specify)\_\_\_\_\_

**Traditional Rulers (Chiefs/Village Headmen)**

58. Do you have traditional rulers (chiefs/village headmen) in your community?

1. Yes                      2. No (skip to q67)      99. Don't Know (skip to q67)

59. If yes to q58, has any traditional ruler implemented projects of poverty alleviation in your community?

1. Yes                      2. No (*skip to q67*)                      99. Don't Know (*skip to q67*)

60. If yes to q59, which traditional rulers, what services have they offered and when was that done?

Traditional ruler:

Service:

Year:

1. \_\_\_\_\_

\_\_\_\_\_

2. \_\_\_\_\_

\_\_\_\_\_

61. Are you satisfied with the services offered by traditional rulers?

1. Yes (*skip to q63*)                      2. No

62. If no to q61, what is wrong with them?

\_\_\_\_\_  
\_\_\_\_\_

63. Do you participate in projects that are implemented by traditional rulers in your community?

1. Yes                      2. No (*skip to q66*)

64. If yes to q63, what method of participation do you frequently use?

1. Attending meetings organised by the traditional ruler/s
2. Contributing money
3. Contributing labour
4. Other (specify) \_\_\_\_\_

65. What other method do you sometimes use?

1. Attending meetings organised by the traditional ruler/s
2. Contributing money
3. Contributing labour
4. None
5. Other (specify) \_\_\_\_\_

66. If no to q63, why don't you participate?

1. There is corruption among the leaders
2. Projects never achieve desired results due to inadequate resources
3. I cannot work with members of other political parties
4. My religion does not allow participation (specify religion) \_\_\_\_\_
5. My culture/tradition does not allow participation
6. Places where meetings are held are far from my home
7. I'm satisfied with my living conditions
8. Other (specify) \_\_\_\_\_

67. Which institutions would you rate number one in working towards poverty alleviation in your community?

1. District Council
2. Government ministries
3. NGOs/donors
4. CBOs
5. WDC
6. Traditional rulers
7. None of them is doing anything (*skip to q69*)
99. Don't Know (*skip to q69*)

68. Which institutions would you rate number two in working towards poverty alleviation in your community?

- |                          |                       |
|--------------------------|-----------------------|
| 1. District Council      | 5. WDC                |
| 2. Government ministries | 6. Traditional rulers |
| 3. NGOs/donors           | 7. None               |
| 4. CBOs                  | 99. Don't Know        |

69. What do you think should be done to enable local people to actively participate in poverty alleviation activities/projects in their communities?

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**End of Interview. Thank you.**

## Appendix B: 2004 Questionnaire - Key Informants Number One

Dear Respondent,

I am Madimutsa Clever, a post-graduate student at the University of Zambia. I am conducting a study to enable me to partially fulfill the requirements of the Degree of Master of Public Administration (MPA).

You have been selected, and I would be most grateful if you would kindly spare a few minutes to answer a few questions. This is a study on participation and poverty alleviation. All information that you offer will be kept strictly confidential. It is exclusively for the use of the MPA Dissertation. I encourage you to be as frank as possible in answering the questions.

### Instructions:

Circle the number against the appropriate response or fill in the blank space.

1. Category of Informant

1. District Development Coordinating Committee (DDCC)
2. District Council Secretariat

2. How would you describe the levels of poverty (that is availability or non-availability of adequate food, shelter, health care, education, income, sanitation and safe drinking water) in the district?

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3. Has the District Council implemented any projects aimed at alleviating poverty (to provide adequate food, shelter, health care, education, income, sanitation or safe drinking water) in any wards in the district?

1. Yes
2. No (*skip to q5*)

4. If yes to q3, for which needs, in which ward/constituency and when was that done?

Project/Need:	Ward/Constituency:	Year:
1. _____	_____	_____
2. _____	_____	_____
3. _____	_____	_____
4. _____	_____	_____

5. Has the District Council put in place channels that local people can use to participate in poverty alleviation projects?

1. Yes                      2. No (*skip to q9*)

6. If yes to q5, what are these channels?

\_\_\_\_\_

\_\_\_\_\_

7. How would you describe the way local people utilise these channels?

\_\_\_\_\_

\_\_\_\_\_

8. In cases of under-utilisation, what causes that?

\_\_\_\_\_

\_\_\_\_\_

9. If no to q5, why hasn't the District Council put in place channels of participation?

\_\_\_\_\_

\_\_\_\_\_

10. a) Has any government ministry implemented any projects aimed at alleviating poverty (to provide adequate food, shelter, health care, education, income, sanitation or safe drinking water) in any wards in the district?

1. Yes                      2. No (*skip to q11*)

b) If yes to q10a, for which needs, in which ward/constituency and when was that done?

Project/Need:	Ward/Constituency:	Year:
1. _____	_____	_____
2. _____	_____	_____
3. _____	_____	_____
4. _____	_____	_____

11. a) Have government ministries put in place channels that local people can use to participate in poverty alleviation projects?

1. Yes              2. No (*skip to q15*)      3. Some of them

b) If yes or some of them to q11a, which ministries?

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12. What are these channels of participation?

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13. How would you describe the way local people utilise these channels?

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14. In cases of under-utilisation, what causes that?

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15. If no or some of them to q11a, why have government ministries or some of them not put in place channels of participation?

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16. Are there any Non-governmental Organisations (NGOs)/donors operating in the district?

1. Yes                      2. No (*skip to q22*)

17. If yes to q16, which NGOs/donors are these?

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---

18. Have these NGOs/donors implemented any projects of poverty alleviation in the communities?

1. Yes                      2. No (*skip to q20*)      99. Don't Know (*skip to q20*)

19. If yes to q18, which NGOs/donors, what projects, in which wards/constituencies and when was that done?

NGO/donor:	Project:	Ward/Constituency:	Year:
1. _____	_____	_____	_____
2. _____	_____	_____	_____
3. _____	_____	_____	_____
4. _____	_____	_____	_____



20. Are you satisfied with the way NGOs/donors are working towards poverty alleviation in the district?

1. Yes (*skip to q22*)                      2. No

21. If no to q20, what are the reasons for your dissatisfaction?

---

---

22. Are there any Community-Based Organisations (CBOs) in the district?

1. Yes                      2. No (*skip to q27*)                      99. Don't Know (*skip to q27*)

23. If yes to q22, have these CBOs implemented any projects of poverty alleviation in the communities?

1. Yes                      2. No (*skip to q25*)                      99. Don't Know (*skip to q25*)

24. If yes to q23, which CBOs, what projects and in which wards/constituencies?

CBO:	Project:	Ward/Constituency:	Year:
------	----------	--------------------	-------

- |    |       |       |       |
|----|-------|-------|-------|
| 1. | _____ | _____ | _____ |
| 2. | _____ | _____ | _____ |
| 3. | _____ | _____ | _____ |
| 4. | _____ | _____ | _____ |

25. Are you satisfied with the way CBOs are working towards poverty alleviation in the communities?

1. Yes (*skip to q27*)                      2. No

26. If no to q25, what are the reasons for your dissatisfaction?

---

---

27. Are there any Ward Development Committees (WDCs) in the district?

1. Yes                      2. No (*skip to q32*)

28. If yes to q27, have the WDCs implemented any projects of poverty alleviation in the communities?

1. Yes                      2. No (*skip to q30*)                      99. Don't Know (*skip to q30*)

29. If yes to q28, what projects and in which wards/constituencies?

Project:	Ward/Constituency:	Year:
1. _____	_____	_____
2. _____	_____	_____
3. _____	_____	_____
4. _____	_____	_____

30. Are you satisfied with the way WDCs are working towards poverty alleviation in the communities?

1. Yes (*skip to q32*)                      2. No

31. If no to q30, what are the reasons for your dissatisfaction?

\_\_\_\_\_

\_\_\_\_\_

32. Have traditional rulers (chiefs/village headmen) implemented any projects of poverty alleviation in the communities?

1. Yes                      2. No (*skip to q34*)                      99. Don't Know (*skip to q34*)

33. If yes to q32, which chiefs/headmen, what projects and in which wards/constituencies?

Chief/Headman:	Project:	Ward/Constituency:	Year:
----------------	----------	--------------------	-------

- |    |       |       |       |       |
|----|-------|-------|-------|-------|
| 1. | _____ | _____ | _____ | _____ |
| 2. | _____ | _____ | _____ | _____ |
| 3. | _____ | _____ | _____ | _____ |
| 4. | _____ | _____ | _____ | _____ |

34. Are you satisfied with the way traditional rulers are working towards poverty alleviation in the communities?

- |                               |       |
|-------------------------------|-------|
| 1. Yes ( <i>skip to q36</i> ) | 2. No |
|-------------------------------|-------|

35. If no to q34, what are the reasons for your dissatisfaction?

---



---

36. Which institutions would you rate number one in working towards poverty alleviation in the communities?

1. State institutions (District Council, government ministries, WDCs and Traditional rulers)
2. Non-state institutions (NGOs, International donors and CBOs)
3. Both state and non-state institutions work hand-in-hand
4. None of them is doing anything

37. Is there a Forum where state and non-state institutions meet to discuss issues of poverty alleviation in the district?

- |        |                              |
|--------|------------------------------|
| 1. Yes | 2. No ( <i>skip to q41</i> ) |
|--------|------------------------------|

38. If yes to q37, what is that Forum?

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39. Are you satisfied with the way this Forum is working towards poverty alleviation in the district?

1. Yes (*skip to q42*)                      2. No

40. If no to q39, what are the reasons for your dissatisfaction?

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41. If no to q37, why don't state institutions and non-state institutions meet to discuss issues of poverty alleviation in the district?

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42. What suggestions would you make to enable state institutions put in place channels that would allow local people to actively participate in poverty alleviation projects/activities in the communities?

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**End of Interview. Thank you.**

## **Appendix C: 2004 Questionnaire - Key Informants Number Two**

Dear Respondent,

I am Madimutsa Clever, a post-graduate student at the University of Zambia. I am conducting a study to enable me to partially fulfill the requirements of the Degree of Master of Public Administration (MPA).

You have been selected, and I would be most grateful if you would kindly spare a few minutes to answer a few questions. This is a study on participation and poverty alleviation. All information that you offer will be kept strictly confidential. It is exclusively for the use of the MPA Dissertation. I encourage you to be as frank as possible in answering the questions.

### **Instructions:**

Circle the number against the appropriate response or fill in the blank space.

#### **1. Category of Informant**

1. Current Ward Councillor
2. Former Ward Councillor
3. Ruling Political Party
4. Opposition Political Party
5. Non-Governmental Organisation (NGO)/International donor
6. Community-Based Organisation (CBO)
7. Ward Development Committee (WDC)
8. Village Headman
9. Other recognised local leader (specify) \_\_\_\_\_

#### **2. Ward**

- |           |           |              |
|-----------|-----------|--------------|
| 1. Myooye | 2. Mupona | 3. Nampundwe |
|-----------|-----------|--------------|

3. How would you describe the levels of poverty (availability or non availability of adequate food, shelter, health care, education, income, sanitation and safe drinking water) in this ward?

---

---

4. Has the District Council implemented any projects aimed at alleviating poverty (to provide adequate food, shelter, health care, education, income, sanitation or safe drinking water) in this ward?

1. Yes                      2. No (*skip to q6*)                      99. Don't Know (*skip to q6*)

5. If yes to q4, for which needs and when was that done?

Project/Need:	Year:
1. _____	_____
2. _____	_____
3. _____	_____
4. _____	_____

6. Has the District Council put in place channels that local people can use to participate in poverty alleviation projects?

1. Yes      2. No (*skip to q10*)                      99. Don't Know (*skip to q11*)

7. If yes to q6, what are these channels?

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8. How would you describe the way local people utilise these channels?

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9. In cases of under-utilisation, what causes that?

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10. (N.B. for councillors only): If no to q6, why hasn't the District Council put in place channels of participation?

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11. a) Has any government ministry implemented any projects aimed at alleviating poverty (to provide adequate food, shelter, health care, education, income, sanitation or safe drinking water) in this ward?

1. Yes                      2. No (skip to q12)      99. Don't Know (skip to q12)

b) If yes to q11a, for which needs and when was that done?

Project/Need:	Year:
1. _____	_____
2. _____	_____
3. _____	_____
4. _____	_____

12. a) Have any government ministries put in place channels that local people can use to participate in poverty alleviation projects?

1. Yes                      2. No (skip to q16)                      99. Don't Know (skip to q16)

b) If yes to q12a, which ministries?

---

---

13. What are these channels of participation?

---

---

14. How would you describe the way local people utilise these channels?

---

---

15. In cases of under-utilisation, what causes that?

---

---

16. Are there any Non-Governmental Organisations (NGOs)/International donors operating in this ward?

1. Yes                      2. No (*skip to q23*)                      99. Don't Know (*skip to q23*)

17. If yes to q16, which NGOs/International donors are these?

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---

18. Have the NGOs/donors implemented any projects of poverty alleviation in this ward?

1. Yes                      2. No (*NGOs/donors skip to q22, others to q23*)  
99. Don't Know (*skip to q23*)

19. If yes to q18, which NGOs/donors, what projects and when was that done?

NGO/donor:	Project:	Year:
------------	----------	-------

1.	<hr/>	<hr/>
2.	<hr/>	<hr/>
3.	<hr/>	<hr/>
4.	<hr/>	<hr/>



20. Are you satisfied with the way NGOs/donors are working towards poverty alleviation in this ward?

1. Yes (*skip to q23*)                      2. No

21. If no to q20, what are the reasons for your dissatisfaction?

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---

22. (*N.B. for NGOs/donors only*): If no to q18, why hasn't your organisation implemented any project of poverty alleviation in this ward?

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---

23. Are there any Community-Based Organisations (CBOs) in this ward?

1. Yes                      2. No (*skip to q30*)                      99. Don't Know (*skip to q30*)

24. If yes to q23, which CBOs are these?

---

---

25. Have the CBOs implemented any projects of poverty alleviation in this ward?

1. Yes                      2. No (*CBOs skip to q29, others to q30*)  
99. Don't Know (*skip to q30*)

26. If yes to q25, which CBOs, what projects and when was that done?

CBO:	Project	Year:
1. _____	_____	_____
2. _____	_____	_____
3. _____	_____	_____
4. _____	_____	_____

27. Are you satisfied with the way CBOs are working towards poverty alleviation in this ward?

1. Yes (*skip to q30*)                      2. No

28. If no to q27, what are the reasons for your dissatisfaction?

\_\_\_\_\_

\_\_\_\_\_

29. (*N.B. for CBOs only*): If no to q25, why hasn't your CBO implemented any project of poverty alleviation in this ward?

\_\_\_\_\_

\_\_\_\_\_

30. Is there any Ward Development Committee (WDC) in this ward?

1. Yes                      2. No (*skip to q36*)                      99. Don't Know (*skip to q36*)

31. Has the WDC implemented any projects of poverty alleviation in this ward?

1. Yes                      2. No (*WDC skip to q35, others to q36*)
99. Don't Know (*skip to q36*)

32. If yes to q31, what projects and when was that done?

Project:	Year:
1. _____	_____
2. _____	_____
3. _____	_____
4. _____	_____

33. Are you satisfied with the way the WDC is working towards poverty alleviation in this ward?

1. Yes (*skip to q36*)                      2. No

34. If no to q33, what are the reasons for your dissatisfaction?

---

---

35. (*N.B. for WDC only*): If no to q31, why hasn't your committee implemented any project of poverty alleviation in the ward?

---

---

36. Are there any traditional rulers (Chiefs/Village Headmen) in this ward?

1. Yes                      2. No (skip to q42)                      99. Don't Know (skip to q42)

37. Have traditional rulers implemented any projects of poverty alleviation in this ward?

1. Yes                      2. No (*traditional rulers skip to q41, others to q42*)  
99. Don't Know (*skip to q42*)

38. If yes to q37, which chiefs/headmen, what projects and when was that done?

Chief/Headman:	Project:	Year:
1. _____	_____	_____
2. _____	_____	_____
3. _____	_____	_____
4. _____	_____	_____

39. Are you satisfied with the way traditional rulers are working towards poverty alleviation in this ward?

1. Yes (*skip to q42*)                      2. No

40. If no to q39, what are the reasons for your dissatisfaction?

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41. (*N.B. for traditional rulers only*): If no to q37, why haven't you implemented any project of poverty alleviation in this ward?

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42. Which institutions would you rate number one in working towards poverty alleviation in this ward?

- |                          |  |
|--------------------------|--|
| 1. District Council      | 5. WDC   |
| 2. Government Ministries | 6. Traditional rulers                                    |
| 3. NGOs/donors           | 7. None of them is doing anything ( <i>skip to q44</i> ) |
| 4. CBOs                  | 99. Don't Know ( <i>skip to q44</i> )                    |

43. Which institutions would you rate number two in working towards poverty alleviation in this ward?

- |                          |                       |
|--------------------------|-----------------------|
| 1. District Council      | 5. WDC                |
| 2. Government Ministries | 6. Traditional rulers |
| 3. NGOs/donors           | 7. None               |
| 4. CBOs                  | 99. Don't Know        |

44. Is there a Forum where the District Council, Government ministries, NGOs/donors, CBOs, WDC and traditional rulers meet to discuss issues of poverty alleviation in the communities?

1. Yes      2. No (*skip to q48*)

45. If yes to q44, what is that Forum?

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46. Are you satisfied with the way this Forum is working towards poverty alleviation in the communities?

1. Yes (*skip to q49*)      2. No

47. If no to q46, what are the reasons for your dissatisfaction?

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48. If no to q44, why don't state institutions and non-state institutions meet to discuss issues of poverty alleviation in the communities?

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49. What suggestions would you make to enable NGOs, Donors, CBOs, WDC and/or Traditional rulers to actively participate in poverty alleviation projects/activities in the communities?

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**End of Interview. Thank you.**