RESOURCE MOBILISATION, MANAGEMENT AND SERVICE DELIVERY IN THE ZAMBIAN LOCAL AUTHORITIES: A STUDY OF LIVINGSTONE CITY COUNCIL

BY
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A DISSERTATION SUBMITTED TO THE UNIVERSITY OF ZAMBIA IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION

THE UNIVERSITY OF ZAMBIA
LUSAKA

2016
DECLARATION

I Robbson Manda do solemnly declare that this research report is my original work. It is an outcome of my own effort and that the contents herein have never been presented elsewhere. I also declare that, I generated the narratives, figures, tables and statistics contained in the report. In addition, I declare that I have acknowledged the source for any narratives, figures, tables or statistics adopted from other publications or literature. I further declare that the views and opinions contained in the report do not in any way represent those of the University of Zambia (UNZA).

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This dissertation of Robbson Manda 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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Professor J.C. Momba

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ABSTRACT
The study was aimed at investigating the nature of resource mobilisation, management and service delivery in Livingstone District by Livingstone City Council (LCC). Service delivery in Livingstone was generally poor, despite being the tourist capital of Zambia, with the affluent tourism industry. The above discrepancy prompted the study, to ascertain possible impediments in the process of mobilisation and management of resources, at Livingstone City Council.

The main objective of the study was to investigate the nature of mobilisation and management of resources at Livingstone City Council and the effects on service delivery. Operational objectives examined the nature and extent of mobilisation of resources; institutional capacity; impediments in effective mobilisation and management of resources; and the link between mobilisation and management of resources and service delivery.

The study was a descriptive research type. It used a mixed sampling method. Secondary data was obtained from a variety of documents, while primary data was collected using structured questionnaires, from 456 respondents and interview guides, from 85 respondents. A statistical package, SPSS was used to analyse quantitative data, while qualitative data was analysed using content analysis.

The study revealed that, from 2002 to 2012, revenue at Livingstone City Council was below 70% of the budgeted amounts. This was largely attributed to the use of outdated billing roll, political interference and apathy in the payment of levies among residents. It was further revealed that, the tourism industry in the District was still in its infancy, to make a significant impact on revenue. It was established that management of resources at the Council was characterised by misappropriation of funds, unsupported expenditure, unretired imprest of over K30,000,000.00 in 2011 and servicing of over K18,000,000,000.00 debt. Further, the Council had inadequate essential equipment, insignificant investment in capital projects and unqualified employees for the posts held.

The study concluded that, inefficient methods of resource mobilisation, improper management of resources and debt servicing coupled with political interference, constrained the Council’s finances leading to incapacity to invest in human capital and assets, thereby negatively affecting service delivery. It is recommended that, Livingstone City Council consider privatising the revenue collection system, build the capacity of existing human capital, recruit professional staff and adopt modern technologies, such as, e-payment and e-billing in resource mobilisation.
DEDICATION

I dedicate this research report to my late Mother, Mama Grace Sakala-Manda, who died on 1 November, 2012. Her unwavering love breathed life into my career. I take pleasure in the support she gave me from the genesis through to the end.
ACKNOWLEDGEMENTS

This dissertation’s success is owed to the assistance rendered to me by various people who spared their valuable time.

I am sincerely grateful to my supervisor at the University of Zambia (UNZA), Professor J.C. Momba, who tirelessly guided me at every stage of the research. He diligently found time to supervise my work and encouraged me in trying moments.

I am also grateful to staff at Cabinet Office, Ministry of Health, Ministry of Transport, Works, Supply and Communications, Ministry of Agriculture and Livestock, and State House who sponsored the training, and Ministry of Local Government and Livingstone City Council for provision of important statistics related to the study.

Sincere thanks go to my friends, particularly, Lydia Mwangala for financial and moral support, Cecilia Muntanga for typing the work, and Geoffrey Maina for the provision of research materials. Special thanks go to my brother, John Manda, for provision of the Statistical Package for Social Sciences (SPSS).

For inspiration and fellowship, that enabled me to complete my work, I owe a special word of gratitude to the Manda and Tembo families. Further, gratitude is expressed to my father, Dominic Noah Manda, my wife, Mirriam Tembo-Manda and my children, Lisa, Khuzo, Taonga and Kondwani Manda. Most of all, may the almighty God be glorified, without whom the success of this study could have been impossible.
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<td>CDF</td>
<td>Constituency Development Fund</td>
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<tr>
<td>CSO</td>
<td>Central Statistical Office</td>
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<td>DDCC</td>
<td>District Development Coordinating Committee</td>
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<tr>
<td>DIP</td>
<td>Decentralisation Implementation Plan</td>
</tr>
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<td>DOI</td>
<td>Department of Immigration</td>
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<td>ECZ</td>
<td>Environmental Council of Zambia</td>
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<td>FMLAZ</td>
<td>Financial Manual for Local Authorities in Zambia</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>GRZ</td>
<td>Government Republic of Zambia</td>
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<td>ICT</td>
<td>Information and Communication Technology</td>
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<td>IT</td>
<td>Information Technology</td>
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<td>LCC</td>
<td>Livingstone City Council</td>
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<td>LD</td>
<td>Livingstone District</td>
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<td>LGAZ</td>
<td>Local Government Association of Zambia</td>
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<td>LGSS</td>
<td>Local Government Salary Scale</td>
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<td>MDGs</td>
<td>Millennium Development Goals</td>
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<tr>
<td>MEHLG</td>
<td>Ministry of Environment Heritage and Local Government</td>
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<td>MLGH</td>
<td>Ministry of Local Government and Housing</td>
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<tr>
<td>MMD</td>
<td>Movement for Multi-Party Democracy</td>
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<td>MoFNP</td>
<td>Ministry of Finance and National Planning</td>
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<tr>
<td>MP</td>
<td>Member of Parliament</td>
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<td>MPs</td>
<td>Members of Parliament</td>
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<tr>
<td>MTENR</td>
<td>Ministry of Tourism, Environment and Natural Resources</td>
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<tr>
<td>NGO</td>
<td>None Governmental Organisation</td>
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<td>PACRA</td>
<td>Patents and Companies Registration Agency</td>
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<td>PDCC</td>
<td>Provincial Development Coordinating Committee</td>
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<td>PF</td>
<td>Patriotic Front</td>
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<td>PSRP</td>
<td>Poverty Strategy Reduction Programme</td>
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<td>RDC</td>
<td>Residence Development Committee</td>
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<td>RDF</td>
<td>Residence Development Fund</td>
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<td>Abbreviation</td>
<td>Description</td>
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<tr>
<td>SPAR</td>
<td>Southern Province Analytical Report</td>
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<td>SPSS</td>
<td>Statistical Package for Social Sciences</td>
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<tr>
<td>SWASCO</td>
<td>Southern Water and Sewerage Company</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
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<tr>
<td>UNIP</td>
<td>United National Independence Party</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNZA</td>
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<td>UNDP</td>
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<td>ZAWA</td>
<td>Zambia Wildlife Authority</td>
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<td>ZDA</td>
<td>Zambia Development Agency</td>
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<td>ZESCO</td>
<td>Zambia Electricity Supply Cooperation</td>
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<tr>
<td>ZMK</td>
<td>Zambian Kwacha (un-rebased currency)</td>
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<td>ZNTB</td>
<td>Zambia National Tourist Board</td>
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<td>ZP</td>
<td>Zambia Police</td>
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<td>ZRA</td>
<td>Zambia Revenue Authority</td>
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CHAPTER ONE

1.0 INTRODUCTION

1.1 Background
Local authorities had the mandate to deliver a range of services including: enhancing public health and sanitation, land development and town planning, as well as feeder road development and maintenance, among others. The communities had increasingly expressed dissatisfaction with the performance of local authorities in Zambia. The dissatisfaction was attributed to failure by the Councils to provide services as mandated by the Act of Parliament of 1991. Service delivery by the local authorities was visibly declining from 1973 onwards largely due to the poor performance of the Zambian economy, (MLGH, 2009).

The Zambian economy began to experience a recession in the early 1970s following the drop in copper prices which was the main export product contributing more than 70% to the gross domestic product (GDP). The situation was further worsened by the upsurge of world oil prices which rose from about US $3 to over US $40 per barrel in 1970s and early 1980s respectively, Sloman, J., (1999). The prevailing situation impacted negatively on the Zambian economy. Foreign reserves substantially reduced and the government was not able to sustain its budgetary needs leading to the reduced allocation of funds to all sectors of the economy.

The economic downturn worsened post 1991 after the liberalisation of the economy and privatisation of government owned companies which led to the depreciation of the Zambian currency (Kwacha) and increased unemployment levels respectively. During this period, there was increased levels of poverty in the country with about 90% of the rural population and 60% of the urban population leaving in absolute poverty in the late 1990s and early 2000, PSRP, (2001). The shocks experienced by the Zambian economy affected various sectors including the Local Government. The Local Government sector had reported the following problems:

Most of the Councils delayed in paying employees and had arrears owed to the workers. In addition, employee’s salaries were not competitive leading to significant levels of staff attrition. The Councils were not able to utilise their specialised departments such as housing construction, surveying, architectural designs and building planning among others to provide services to the public. Most
Lodges and Guest houses owned by local authorities had dilapidated structures and most of them were either closed or sold.

Further, much of the infrastructure particularly houses owned by the councils were sold to sitting tenants by the central government in the run up to the 1996 elections without a corresponding compensation in form of grants. This could have negatively affected the council’s revenue base.

The main sources of revenue for local authorities included: multilateral and bilateral aid, specific and general grants from the central government, property rates, personal levy, trade licences and market levies. Other revenue was generated from rent received from tenants occupying council properties, land development fund, loans from financial institutions or from the open market through municipal bonds, road funds collected by the National Roads Funds Agency and beer surtax grant. In addition councils earned revenue through other charges and fees such as water charges, fish and cattle levies. In spite of the many sources of revenue, most of the Councils including Livingstone City Council failed to provide effective service delivery to its communities.

If financial resources were a major factor leading to poor service delivery in most Zambian local authorities, it was inconceivable to expect poor service delivery in Livingstone District considering the vast opportunities for resource generation. Livingstone was the most developed city in Southern Province. It was also the tourist capital of Zambia with numerous attraction centres including one of the Seven Wonders of the World, the Victoria Falls. The District had the area of 695 km² with an estimated population of 139,509 inhabitants, (CSO, 2010). Livingstone City Council is a statutory body under the Local Government Act no. 22 of 1991. The executive administration of Livingstone City Council was headed by the Town Clerk. Under him were four (6) Directors heading respective Departments namely: Administration, Finance, Town Planning, Engineering, Public Health and the Legal Department.

Like other local authorities, Livingstone City Council appeared to experience numerous problems. The city was marred with underdeveloped infrastructure, inadequate provision of social services and fast growing unplanned settlements. There were reported increased levels of encroaching on council land and illegal allocation of land by political cadres. Maintenance of roads under the jurisdiction of
the Council was reported poor with most potholes turning into near gullies, UN-HABITAT, (2009:15).

With the emphasis on decentralisation, local authorities, including Livingstone City Council, were key to the successful implementation of community programmes and other developmental projects in Zambia. The question that emerged, therefore, sought to investigate the capacity for Livingstone City Council to mobilise and manage resources in its quest to provide efficient service delivery to the community. The study sought to investigate the extent of resources mobilised, how they were managed, the institutional capacity and the linkage with service delivery.

1.2 Statement of the Problem

As a leading tourist destination in Zambia, endowed with a vast number of attraction centres, Livingstone District was expected to stand out from the rest. Nevertheless, the vicinity of the City was appalling and the Council appeared to have been experiencing serious problems similar to other local authorities in Zambia. There were numerous reported problems which included: poor or none responses to fire outages; tall grass around the streets in most townships; and poor drainage systems in most parts of the city which were completely buried in some areas. In addition, there were piles of uncollected garbage lying around the roadsides, especially around bus stations and market areas; lack of maintenance of street lights which had transformed the once scintillating city into a dark residence; and poorly maintained roads including those located in the Central Business District.

Ironically, the affluent tourism industry, with its associated economic activities, presented an opportunity for a sound financial base, which could have elevated Livingstone City Council, to one of the best performing councils in Zambia. Nonetheless, the problems reported portrayed a deviation from the ideal and depicted a city with a council facing serious financial malady. From the foregoing, the underlying study sought to explain the reason for the bad environment which characterised Livingstone district in spite of the vast opportunities for a sound financial base it presented to the Council, owing to the affluent tourism industry.

The plausible questions to unmask the puzzle, therefore, sought to establish the nature and possible problems Livingstone City Council was facing in mobilising resources; limitations of the Council to efficiently and effectively manage its
resources; and whether the reported problems in service delivery were attributed to the limitation in technical and administrative capacity of the institution.

1.3 Research Objectives

1.3.1 General Objective
To investigate the nature of mobilisation and management of resources at Livingstone City Council and the effects on Service Delivery.

1.3.2 Specific Objectives
i) To describe the nature and extent of mobilisation of resources at Livingstone City Council.
ii) To identify the factors that restrained Livingstone City Council to effectively mobilise and manage resources.
iii) To determine the institutional capacity of Livingstone City Council.
iv) To establish a link between mobilising and managing resources with service delivery.

1.4 Research Questions
The research, therefore, answered the following questions in its quest to investigate the nature of mobilisation and management of resources and capacity for service delivery with respect to Livingstone City Council:

i) What is the nature and extent of mobilisation of resources at Livingstone City Council?
ii) What factors restrain Livingstone City Council from effectively mobilising and managing resources?
iii) What is the level of institutional capacity of Livingstone City Council?
iv) What linkage exists between mobilising, managing of resources and service delivery at Livingstone City Council?
1.5 Study Scope

This study was confined to constraining factors affecting Livingstone City Council. It investigated the nature of mobilisation and management of resources at Livingstone City Council and the effects on service delivery. The study, among others, investigated the Council's social and political environment it operates in, the human resource capabilities, the operational systems and processes and the legal framework surrounding it. It investigated how the above mentioned elements affected the Council's capacity to mobilise and manage resources.

The study gathered information from council personnel and immediate stakeholders which included the political representatives, that is, councillors, management and non-management staff. Heads of departments, heads of associations representing markets and bus stations, market traders, public transport operators and residents from Elaine Brittel, Highlands, Zambia Youth, Dambwa North, Dambwa Central, Linda, Maramba, Ngwenya and Libuyu were also interviewed. A questionnaire was also administered to Market Traders and Public Transport Operators.

1.6 Justification / Rationale

The study investigated the nature of mobilisation and management of resources at Livingstone City Council and the effects on service delivery. It uncovered factual information on the ground that could be considered in mitigating some of the problems associated with Livingstone City Council, being the Tourist Capital. Therefore, the study availed the opportunity to fully understand potential and actual problems surrounding Livingstone City Council.

In addition, there was insufficient information on the nature of mobilisation and management of resources and the capacity for service delivery at Livingstone City Council due to limited studies conducted on the topic. Most studies undertaken focussed on waste management, general service delivery, decentralisation and human resource management in local authorities. The studies were specific and though they touched some aspects of the proposed study, the subject had not been adequately covered. The study of Livingstone City Council was particularly important as the Council was expected to provide outstanding services to portray a good image to the foreign nationals, being the tourist capital of Zambia.
It was hoped that the study would add to the existing body of knowledge and would provide a platform from which further work could be launched. Notwithstanding its limitations, it was further hoped that findings of the study would provide inputs to the implementation of the decentralisation exercise which was underway. Essentially, this study was part of the requirement for the completion of the Master of Public Administration at the University of Zambia.

1.7 Conceptual Framework

A Local Government is defined as, “an administration of public affairs in each locality by a body representative of the community, which body, possesses considerable amount of responsibility, autonomy and discretionary power”, (MLGH, 2011:2). However, in the context of this study, “Local Government” was used interchangeably with “Local Authority” as well as the term “Council” to mean a unit of administration for public affairs at local level within a defined sub-national territory operating within the defined mandate determined by authority delegated to it through the legal framework.

Local authorities were expected to act as the eye, ear and mouth pieces for the central government, which could enhance governance, democracy and service delivery in the country through participation of the local communities. Participation, acts as an incentive to improve the people’s commitment with potential to enhance communication, accountability, responsibility, decision making and service delivery. The diversity of roles undertaken by the Zambian local authorities delegated to them by the central government does not correspond with provision of financial support. Local authorities are therefore expected to use their initiative and means in resource mobilisation, to finance day to day activities and service delivery. The concept “Resource Mobilisation” in the context of this study refers to the process of assembling or gathering resources with the view to access them for current or future use. It is assumed that, in the absence of sufficient resources mobilised, the Council was likely to have insufficient finances to fund its activities and efficiently implement its programmes.

The other factor expected to determine the efficient implementation of programmes is, how the resources mobilised, were managed. Resource management was critical in ensuring that, resources mobilised, were used for the intended purpose. In the context of this study, “resource management”, refer to the process of
harnessing the organisation’s resources in the most efficient way possible, in order to accomplish desired goals and objectives. The concept has two words, that is, resource and management. On one hand, the term “resources” in this study is confined to refer to human, financial and physical assets; including strategic information and communication technology (ICT) that provide an organisation with the means to undertake its activities in pursuit of its goals and objectives. On the other hand, “Management”, according to Mary Parker Follet, is defined as the art of getting things done through people.

It is further hypothesised that, with the abundance level of resources mobilised and the existence of efficient management of resources, service delivery may still suffer, if a local authority has limited institutional capacity. The concept “Institutional Capacity” in the context of this study refers to the extent of competencies a given institution had to perform effectively and efficiently the functions for which it existed, UNDP, (1996). The assumption was that Local Authorities were not likely to succeed, no matter the amount of resources invested, unless the capacity of such institutions was improved, observed Mukwena R, (2002:6). In this regard, with sufficient finances mobilised the council would be capacitated to hire competent personnel and procure equipment and strategic information and communication technology for effective service delivery. Service delivery, in the context of this study, entails the provision of service by local authorities, as mandated by the Local Government Act of 1991. The services, among others, generally include, land development and town planning, feeder road development and maintenance and enhancing public health and sanitation.

Generally, the enabling environment for Local authorities depends on a wide spectrum of complimentary industries, which provide opportunities to generate income for a strong financial base. If the Council cease the opportunity and efficiently mobilise sufficient resources from the existing complimentary industries, it was likely to flourish. The Council would have the capacity to recruit skilled and maintain human resources and have the capacity to procure equipment and adopt strategic information and communication technology in its operation. This would capacitate the Council to deliver efficient services to its various publics. Good service delivery can potentially create a good corporate/client relationship that would further enhance the organisation’s financial position. On the next page is a chat showing the pictorial presentation of the conceptual framework.
CHART: 1.7.1, PICTORIAL PRESENTATION OF THE CONCEPTUAL FRAMEWORK

Source: Formulated by the Author, (2012).
1.8 Literature Review

This section, reviewed literature related to the conducted study. It provides an account of the ideas and knowledge that had been established, in previous studies undertaken, in relation to this research.

R.M. Mukwena undertook a study which examined efforts to build institutional capacity of Local Authorities in Zambia, in the Third Republic. Mukwena noted that the institution’s capabilities prevailing in local authorities were very limited. Mukwena’s study revealed that prime on the list of constraints accounting for the crisis of capacity in Zambian Local Government included: poor funding, inadequate staff and insufficient equipment available to councils to enable them provide basic services to their localities. He further pointed at unclear objectives and inappropriate systems and structures as weaknesses in the Zambian Local Authorities, (Mukwena R.M, 2002:6).

Further, Mukwena asserted that the Act of 1991 reduced political controls of the executive in the local government in order to rationalise the Council’s operations. He however, observed that despite stipulations in the Act to reduce political controls, the trend continued. He alleged that this was evident as Members of Parliament dominated council affairs. He further stressed that MPs played a major role in the selection of top ranking officials in the Councils. The MPs diverted funds and enhanced their own political agenda on the expense of the councils and the local communities, stressed Mukwena, (ibid:7).

Mukwena’s findings brought out pertinent issues that added value to the study. He emphasised the need for greater autonomy, heavy investment in infrastructure and comprehensive building of employees capacity to enable the councils effectively carry out their mandate. He further stressed the need for political leadership to observe the legal framework in order to rationalize operations in the councils. Mukwenas’s findings supported the premise on which the study was based.

Nevertheless, Mukwena’s study was undertaken in 2002 which was ten (10) years ago. A number of factors could have changed. The Zambian Government had equally changed administrations over the years whose manifestos had varying agenda on local government. In addition, Mukwena’s study was biased towards investigating efforts to build institutional capacity of Local Authorities in Zambia. The proposed study investigated the mobilisation and management of resources at Livingstone City Council and the effect on Service Delivery. The objectives of the
two (2) studies were, therefore, different and the concepts could have been defined differently. There was, therefore, need to undertake this study to assess the prevailing situation.

In his PhD thesis, Lolojih (2008) investigated the factors that explained the inability of local authorities to efficiently deliver adequate quality services amidst the many reforms undertaken to improve their performance. He particularly examined the case of Lusaka City Council, Choma Municipal Council and Luwingu District Council. Lolojih argued that the rapid population growth that was experienced over the years in Choma Municipal Council needed a corresponding match of man power for the provision of services. He, however, noted that the Councils had inadequate skilled Human Resource to enable it match the increasing demand for services. He cited the case of Choma Municipal Council which took 5 years to fill the position of Town Clerk with qualified personnel.

With regards to finances, Lolojih cited poor financial management characterised by dishonesty and lack of integrity among others; failure to update the valuation roll on regular basis which compromised the Councils ability to raise revenue at Lusaka City Council; the politicisation of markets whereas political cadres interfered in the collection of market levies; and lack of explicit policy on the financing of local authorities which resulted in irregular funding pattern among others. In addition, it was established that in 2001, 48.7% of revenue in Luwingu District was spent on personal emoluments and only 1.1% was directed towards service delivery. The study further established that the District had never allocated more than 7% of the total revenue on service delivery, Lolojih, P.K. (ibid).

Lolojih’s study established that the inability for local authorities to deliver public services was multy-facetted, prime of which were the lack of qualified manpower, lack of financial resources and lack of equipment. In his conclusion, he indicated that service delivery in local authorities could be enhanced if the central-local relation changed giving the local authorities more autonomy. He conceded that the tendency to centralise was a major constraint for adequate service delivery.

The study by Lolojih presented valuable insights on the reasons for poor performance of local authorities in Zambia. The study covered elements which were pertinent to this study. It was an eye opener and subsequently added resonance to this study. However, the local authorities reviewed had their own unique elements which could have been different to Livingstone City Council. In addition, the
study’s objectives were different and some elements which needed detailed prognosis were not reviewed in depth. This study however investigated some of the details that were left unresolved as they were outside the scope of the study in respect of Lolojih.

G. Pelekamoyo (1977) in his Master of Arts Dissertation undertook a study dubbed Local Autonomy and Central Control in Zambian Urban Authorities. Among other areas he analysed were human capacity, functions of local authorities and central-local relations. Pelekamoyo observed that local authorities largely depended on the central Government for funding. The dependency syndrome compromised the local authority’s capacity to make independent decisions with respect to their operation. He indicated that some mandates which ultimately belonged to local authorities were undertaken by the Ministry of Local Government compromising their capacity for service delivery. As regards human capacity, Pelekamoyo’s study established that local authorities had poor conditions of service, with its staff being some of the lowly paid. Local authorities were further unable to train its workers. The prevailing poor working environment was attributed to insufficient funds to meet the various needs of the Councils.

Pelekamoyo’s study alluded to central control, financial and human incapacity as the major constraints to service delivery. His findings brought to light areas that needed particular attention in this study. Nonetheless, the findings in his study could not be generalised as his study was undertaken way back in the second republic. Administrations had changed hands with different ideologies and agenda on local authorities.

A. Greenwood and J Howel, quoted in Tordoff, W. (1980) in his writings on Zambia’s urban and local authorities conceded that the calibre of councillors in Zambian local authorities left much to be desired. The authors stressed that the level of education appeared insufficient to enable them fully understand national issues, Lololjih (opcit). The authors further lamented high levels of financial control by the Central Government. They stressed that the grant system disadvantaged the local authorities as it appeared to be the weapon used for controlling local authorities by the Central Government.

Greenwood and Howel brought out a new perspective to the study suggesting that Central Government used the grant system to manipulate local authorities. This study was, therefore, alerted for possible existence of such elements
practiced in the current administration. However, the assertion by the author appeared more like personal judgement, as opposed to the observed or investigated facts revealed from the study.

B.C. Chikulo (1993) in his PhD thesis dubbed Rural Administration in Zambia: Organisation and Performance in Former Opposition Areas, quoted in Lolojih (opcit), observed that power was not adequately devolved to the provincial administration. Accordingly, he noted that Provincial Administration was incapacitated and failed to undertake their development functions effectively. Chikulo particularly analysed the governance system in Monze, a rural District in Southern Province. He further noted that despite having filled most of the relevant positions in the Council structure, most of the personnel were not qualified to enable them effectively execute the mandate of the Council.

Chikulo’s study highlighted important elements. His study implied that it was not only the numbers that were needed to achieve efficiency but the appropriate skills in Human Resource. His study further suggested that a responsibility without authority does not amount to quality service delivery. Nonetheless, like other studies, Chikulo’s study was conducted close to two decades ago and might not have fully represented the existing facts on the ground today.

R.M.A. Chongwe (1994) in his study on Zambian Local Authorities: Financial Resource Base quoted in Lolojih (opcit) observed that underperformance in Zambian local authorities was perpetuated by poor management and inadequate financing. He cited lack of motivation on the part of council officials entrusted in the collection of revenue. Chongwe advocated for improved participation at local level if the country was to realise democratic tenets at national level.

The importance of Chongwe’s study was that it recognised the fact that participation at local level could not only improve local relations but had potential to enhance democracy at national level. The study further assumed that improved democracy was a souvenir for the implementation of better management systems and improved financing. However, despite the valuable insights it brought to the fore, Chongwe’s study was different in the context with respect to this study.

J.C. Momba, (2002), quoted in Lolojih (opcit), undertook a study dubbed Problems of Effectiveness in Service Delivery, Accountability and Transparency of Local Authorities in Zambia. Lolojih reviewed the report on the above study, commissioned by Transparency International. He stated that the study presented in
the report interviewed 450 respondents drawn from Lusaka and Chongwe Districts. In the findings, Momba observed that some of the major factors contributing to poor performance in local authorities in Zambia were attributed to the excessive power of the Minister of Local Government. It was further observed that some Government directives and pronouncements amounted to political interference and to some extent compromised local authority’s initiative and democratic tendencies.

It was further noted by Momba that insufficient and unreliable sources of revenue were a stumbling block to efficient and effective service delivery. He cited the absence of Government policy on local Government financing as having negatively affected the funding trail of local authorities. He further observed that grants from central Government were limited and insufficient to meet the planned needs of local authorities. In addition, Momba noted that there was lack of transparency and accountability in the activities of local councils, citing poor accounting systems, lack of receipting and at times the use of fake receipts for funds collected especially in local market areas.

Momba’s study was comprehensive as regards limitation in local government financing. The study provided useful information with respect to the premise on which this study was built. It observed that financial problems were two fold. On one hand, the sources of funds were limited and irregular, while on the other hand dishonesty and abuse of finances by council officials propagated financial problems. His observation gave an indication that underperformance in local authorities was caused by multivariate factors which included financial and political interference among others. Nevertheless, despite important insights brought to the fore, Momba’s study was conducted in a totally different environment from that of Livingstone. As much as similarities would be expected with respect to causes of financial problems, it was important to gather the exact problems in Livingstone to make a valid conclusion.

R. Sekiziyivu, (2009), undertook a study on public private sector partnership in Uganda’s Local Government. Sekiziyivu wanted to find out whether privatisation had improved revenue collection in Mukindye Division in Kampala. In his study Sekiziyivu revealed that the traditional system of revenue collection was marred with corruption, lack of transparency and regular concealment of information about tax payers. He further stated that corruption was thus inevitable in the traditional tax correction system due to lack of accountability and disorganised systems of
operations in the Councils. He advocated for privatised system of revenue collection as a way to get rid of such vices and inefficiencies.

He described traditional revenue collection as one in which local government directly collected own revenue through sub county and parish chiefs. Privatised system was described as a system wherein local government worked in partnership with private firms who were contracted to collect revenue on behalf of the Councils. It was alleged that privatised revenue collection worked on the assumption that private firms had greater stake in controlling revenue collectors. It was further alleged that, desire for maximizing profit made private firms competitive and efficient. Private firms therefore enhanced effectiveness, efficiency and accountability in revenue collection, stressed Sekiziyivu, (2009:37).

Although Sekiziyivu’s study was based on revenue collection, the issue pertaining to the disorganised systems and structures stood out. Disorganised structures in Mukindye bled a fertile ground for corruption, concealment of information and other malpractices. Sekiziyivu’s study correlates with the proposed study which calls for the improvement of institutional capacity for the councils to manage their resources effectively. Some of the elements in building institutional capacity called for the reorganisation of systems and structures. If the systems and structures were not organised then the Council’s performance could not improve even when huge resources were injected into the Councils operations.

Schneider and Kiser, quoted in Sekiziyivu asserted that some reforms which gave government enterprises greater autonomy and exposed them to competition without privatising their ownership produced overwhelming results. The authors stressed that in most instances however, such reforms proved impossible to sustain as after initial improvement the situation in public enterprises deteriorated. Schneider and Kiser’s study was important as it stresses the need for greater autonomy to bring about sustainable improvement in enterprise performance.

Sekiziyivu supported Schneider and Kaiser by advocating for privatised system of revenue collection as the only way to enhance effectiveness, efficiency and accountability. Nonetheless privatisation could have not been the only option available. Some of the vices observed in the traditional revenue collection system such as corruption, concealment of information and other malpractices could have still occurred under private arrangement. Building the institutional capacity through re-organising the systems and structures, improving monitoring and supervision and
introducing incentives to the revenue collectors had the impetus to change the observed malpractices in the traditional system. In addition, Sekiziyivu based much of his analysis on the revenue side, ignoring the role expenditure played in the management of resources. Resources may be mobilised but if the institutional capacity was not improved resources might be expended on counterproductive activities.

Further, Schneider and Kaiser observed that greater autonomy produced better results, though the conditions deteriorated overtime, hence justifying the need for privatised revenue collection system. However, the deterioration in performance could not be solely attributed to lack of privatisation. There could have been other factors such as relaxed supervision and monitoring. In addition, the study by Schneider and Kaiser was undertaken in Government enterprises and not necessarily local authorities. Although the principal could be the same and might share similarities in the challenges, it might not have been appropriate to benchmark public enterprises to local authorities. However, Schneider and Kaiser’s study demonstrated the possible effects of private public partnership in the local authorities. Their study enhanced the understanding of the researcher with respect to the study.

In the presentation on Local Government Association Capacity Building – Rationale, Cooperation, Practices and strategies for the future, Ostman K, (2010) made some significant observations. The study was aimed at strengthening capacities for local Government in the provision of public services, and to promote local democracy and good governance that could embrace the principles of sustainable development.

Findings in Ostman’s study indicated that decentralisation was a sure way to make local authorities more responsive to the problems affecting the communities. It was stated that some problems of inefficiency and underperformance emanated from the inability to decentralise fully. Tanzania and Kenya were cited as countries that exhibited and experienced a number of problems due to incomplete decentralisation. The weaknesses which were noted in Kenya and Tanzania were not observed in Finland which was more decentralised. Ostman concluded on the subject by stating that successful decentralisation was only possible with capacity development among the administrative players, Ostman K, (2010:18).
Ostman’s observation was important to this study. He made comparisons between a country with a considerably decentralised structure and those which were partially decentralised. The comparison provided empirical evidence on the importance of decentralisation for local authorities to flourish. He further observed the need for a sound institutional capacity for significant implementation of decentralisation. His observation confirmed the assumption of this study which presumed that building the institutional capacity was likely to lay a strong base for decentralisation which could subsequently improve service delivery in the local authorities.

Notwithstanding the essential elements revealed in Ostman’s study, the comparison made was between a developed country and developing countries. The countries face different problems and may not be appropriate models for comparison. Equally, Zambia is a developing country and lessons learnt from Ostman’s study might not have sufficed to the Zambian environment.

Ostman’s study was supported in the presentation of Ajayi, O (2011) dubbed, “Professionalising Local Government Leadership: A Foundation Imperative”. The author quoted the Lion’s Report of 2005, stating that local governments were important to local people and communities in that decisions made by the affected people, could both produce results which were accustomed to local circumstances and help build people’s sense of ownership. It further stated that local communities were not only interested in the delivery of services but envisioned the future of their areas to enhance economic, social and environmental well being. This, he stated, made people to improve their own lives, their families and the communities in which they lived, making communities safe and pleasant places to live and work in. Ajayi observed that there had been significant progress in the local Government in the past 10 years. He, however, lamented that the challenges were still massive and some of them were attributed to lack of capacity to fulfil the shared vision of an effective and innovative local government, Ajayi, O (2011:3-16).

Wallis Group (2011) conducted a survey on Local Government Community Satisfaction among the Moonee Valley Community in Australia. The study revealed that the engagement of the Community in locally implemented projects exhibited high impact on overall satisfaction for residents in Moonee Valley. Various service areas were reviewed and the areas such as garbage collection wherein the community fully participated produced better results.
The study by Wallis Group provided significant inputs to the proposed study. It unveiled an important element that was embraced in the assessment of institutional capacity. The community and various stake holders played an important role in the management of local authorities. Neglecting the role of the communities and other stake holders in the review of institutional capacity could have rendered the study incomprehensive. The only limitation to the study by Wallis Group was that the study was undertaken in a local authority which was based in Australia, a developed country and was not, therefore, a good comparison with Zambia, a developing nation.

UN-HABITAT, a United Nations Agency, undertook a comprehensive study on Livingstone City Council in its attempt to compile a profile of the City. UN-HABITAT, (2009:7) report revealed that even though Livingstone City Council was mandated to generate funds for carrying out its operations under the Local Government Act of 1991, the Council’s authority was undermined by the central Government, as key financial and legislative functions were under the control of the Ministry of Local Government. The report alluded to the approval of by-laws and the Council’s budget. It further indicated that Livingstone, like most Zambian cities, faced a challenge of unplanned settlements. The report attributed this to inadequate town planning among others. It was further alleged that the city was marred with illegal land allocation by political cadres. This negatively affected land management in Livingstone District, observed UN-HABITAT.

The report affirmed that the environment played an important role in pursuit of sustainable human development. It was, however, alleged that Livingstone faced rapid environmental degradation among which included deforestation, high rate of waste generation and inadequate water and sanitation system. The author attributed this to inadequate planning and investment in the sector, lack of coordination by the authorities which had negatively affected the overall part of the institution, UN-HABITAT (ibid: 21).

The report continued by stating that although participation was encouraged, the overall management of the city was generally unsatisfactory due to lack of resources and political interference. It further stressed that poor governance affected service delivery of social services and had led to limited revenue collection and increased corruption and poverty. UN-HABITA (ibid:13) found the following as obstacles to effective revenue collection: Lack of infrastructure, lack of updated
databank, de-motivated workers, lack of financial autonomy and restrictions from the central government, for instance, the city was not allowed to receive grants from foreign organisation. It was further reported that the above limitations coupled with residents negative attitudes towards paying rates and other taxes had negative impact on the city.

The report brought out pertinent issues that revolved around institutional capacity with respect to management of resources at Livingstone City Council. The main issues that stood out in the report pointed to mismanagement of resources partly due to inadequate capacity to deal with the problems affecting the city. It further cited the interference of politicians as a major problem affecting capacity and management of resources in the city. These were some of the premise on which this study was based. Political interference was a sign of a partially implemented decentralisation which was a result of insufficient devolution of power and un-enforced legal framework to avert such vices. The report provided a sound base for the proposed study. However, the study was undertaken in 2006, though the report was finalised in 2009. Information therein could have, therefore, changed overtime. The picture reflected in the report might have been different from the conditions that prevailed on the ground.

Y.V Hochberg and J.D Rauh, (2012), undertook a study on Local Overweighting and Underperformance in the United States of America. The authors concluded in the study that the visibly poorly developed social economic infrastructure such as water supply, waste disposal system, road network, street lighting, health and educational facilities was as a result of the exclusion of the important role local authorities, the private sector and the community played in the running of their affairs. The authors contended that the Central Government had over the years monopolised the management of such infrastructure and provision of services, Y.V Hochberg and J.D Rauh, (2012:19).

In addition, the study revealed that local authorities stood a better chance of increasing returns if they had invested in private equity outside their locality, rather than confining themselves within their boundaries. It was alleged that confining investment within the boundaries limited the Council’s sphere of finding better opportunities that could exist elsewhere. It was, however, stressed that the only asset which local authorities had in local investment was the availability of information that could be used to their advantage.
Findings from Hochberg and Rauh’s study suggested that a highly centralised system had little to offer to the communities. The authors called for capacity building in local authorities, rather than managing from the centre. Evidence in the study showed that high presence of the Central Government in the local authorities resulted in poor management of infrastructure and service delivery.

Despite a strong appeal for the involvement of local authorities, the private sector and the communities in their own affairs, the author’s findings seemed to be contradictory by advocating for investment outside the Councils localities. This could indirectly exclude the locals from participating in the management, monitoring and close supervision of such investment. The practice could generate similar challenges as those of a centralised system. Nevertheless, the point which the study brought out which indicated the important role information played in decision making for equity investment, was cardinal to the City like Livingstone which had a vast amount of natural resources for tourism. Livingstone may use the information to its advantage and invest in viable equities within its locality.

O.B Messah and F.K Kariuki, (2011) undertook a study on Factors Affecting Performance Contract Initiative at Municipal Council of Maua in Kenya. In the preamble, Messah and Kariuki indicated that the organisations that provided products and services in responses to consumer wants and needs were faced with significant challenges and opportunities in the twenty first century. The authors contended that organisational leadership was cardinal in local authorities considering the emphasis on governance and accountability, the competitive nature of the global economy, the impact of technology and the need for dynamic workforce, Messah O.B and Kariuki, FK, (2011:7).

In addition, Malathy’s study quoted in Messah O.B & Kariuki, FK, (2011:11), revealed that underperformance contracts targets were set and although the areas of concern were the outcome rather than the process, the process had a strong bearing and, to a large extent, determined the outcome.

Messah and Kariuki’s study emphasised the need for restructuring of systems and processes in the local authorities to correlate with the emerging demands of the ever dynamic world. When councils stagnate in technology, management and leadership dynamics become irrelevant to the communities and, therefore, denigrates their reputation to the stake holders. The authors called for improved technology, dynamic workforce and ardent leadership. This was in line with the expectations of
this study. The only limitation was that the study was undertaken in Kenya. Despite being a developing nation like Zambia, challenges could have been different as situations in councils vary even within the same national boundaries.

A. Haidar and L. Pullin, (2003) conducted a study to explore the role and relationship between ruling politicians and Public Servants in Victorian Local Government. The authors established that politicians facilitated an environment where senior officers in the Civil Service adhered to the politician’s view of public interest. Findings revealed that Civil Servants embraced an advisory role to the political leadership and were comfortable with their role, whether advice was taken or ignored, Haidar A. and Pullin L. (2003:9).

The study by Haidar and Pullin brought out an important element regarding the relation between political leaders and Civil Servants. The findings suggested that whereas Civil Servants paid their allegiance and were expected to offer sound advice to political leaders, the later were not obliged to conform to the advice. This relationship had potential to deteriorate conditions in local authorities. It was therefore essential to embrace this underlying factor in this study in order to undertake a holistic view. Evidently, the views of Haider and Pullin provided important insights that helped the course of this study.

J.M, Kauzya (2010), presented a paper at the 32nd Round Table Conference in Durban, South Africa, titled “Enhancing Public Administration in Africa through Strengthening Local Leadership Capacity”. In his presentation, Kauzya contended that much as it was important to bank on local leadership to resolve their own problems, it was of strategic importance to tap the potential provided by partnerships and networks to supplement and support local efforts. Kauzya observed that much as the spirit of self reliance was commendable, effective self reliance required a clear assessment and understanding of the forces that could supplement one’s own efforts.

The author brought out an important point that required attention in the proposed study. The emphasis on developing partnerships in development effort at local level was of extreme and strategic importance. In the case of Livingstone City Council, partnerships included the association with NGOs, Civil Society Organisations, religious groups, the private sector and the community. Partnerships had potential to enhance institutional capacity as interactions had potential to provide a platform for the acquisition of appropriate skills that might otherwise be
absent among the local authorities. Kauzya’s assertion correlated with the ideals of this study.

1.8.1 Conclusion
The emerging issues reviewed in the studies added value to the research topic investigated. There were a number of factors that came out in the review of literature. Issues that were persistently mentioned in the studies reviewed included: defects in the systems, structures and processes in local authorities, poor quality and insufficient Human Resource, inadequate revenue, poorly managed partnerships with stake holders, political interference and restrictions by the legal framework. It suffices to mention that although some factors were indirectly related to the proposed study their revelation was of extreme importance to understanding the challenges regarding this study, with respect to local authority’s institutional capacity to perform the function of service delivery to its various publics.

Despite providing valid inputs to the study, some studies had different thematic areas which did not relate to this study. Therefore the findings might have been biased to the themes under investigation. In addition, some studies were conducted in other countries which might have had different environmental factors to those prevailing in Zambia. The variations in environmental factors could not be overlooked and it would therefore, have been improper to generalise the findings to the Zambian situation.

This study approached the research from the general to the specific. It brought out a number of factors streamlined to the Zambian situation, particularly conditions prevailing at Livingstone City Council.

1.9 Research Methodology

1.9.1 Research Design
The researcher had no control over the variables and merely reported the findings of the factors that were investigated. The study was, therefore, an *ex post facto*. This was a descriptive research type whereby the researcher reviewed the existing information available. A descriptive study helped the researcher highlight the problems contributing to the findings that were observed at Livingstone City Council. The research further used quantitative methods to express some
phenomenon that needed statistical analysis to arrive at a conclusion. The methods had been chosen as they highlighted the relevant information needed for the explanation of the phenomena that were identified.

### 1.9.2 Sources of Data

The study used secondary data to establish trends in resource mobilisation, quantity and quality of staff and other phenomena. This was undertaken through review of reports and other relevant materials. Primary data was also used to further probe the details of some phenomena that were observed. This was done through the use of questionnaires and guided interviews. This helped the researcher to gather comprehensive information that conclusively exhausted the areas of concern in the study.

### 1.9.3 Target Population

The study targeted staff at Livingstone City Council and residents from the following townships: Elaine Brittel, Highlands, Zambia Youth, Dambwa North, Dambwa Central, Linda, Maramba, Libuyu and Ngwenya. The study further gathered responses from randomly selected market traders and local public transport operators, particularly Taxi Drivers. In addition, representatives for Markets and Bus stations and Councillors were interviewed to provide input into the study. The study targeted senior and middle management and none management staff at Livingstone City Council. None management staff targeted included the employees who were directly involved in revenue collection and field workers who were directly involved in providing services to the public.

The population on which the findings were generalised included: three hundred (300) households from Elaine Brittel, Highlands, Zambia Youth, Dambwa North, Dambwa Central, Linda, Maramba, Libuyu and Ngwenya; three hundred and twenty (320) Livingstone City Council employees; one hundred (100) public transport operators (taxi drivers); two hundred (200) market traders; eighteen (18) heads of associations and agencies; and seventeen (17) Councillors.

### 1.9.4 Sample Size

Qualitative and quantitative data was collected from 541 individuals, comprising of 456, using the structured questionnaire and 85, using the interview guide.
1.9.4.1 An interview guide was used to collect data from the following:

- Twelve (12) management staff at Livingstone City Council, composed of the Director and one other key personnel, making a total of two (2) from each department. An additional fifteen (15) staff, from five major units/sections, were interviewed.

- The numbers interviewed were as follows below:

<table>
<thead>
<tr>
<th>Departments</th>
<th>Number Interviewed</th>
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<tbody>
<tr>
<td>Administration</td>
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<td>Planning</td>
<td>2</td>
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<tr>
<td>Finance</td>
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<tr>
<td>Engineering</td>
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<td>Legal</td>
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<td>Public Health</td>
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<th>Units/Sections</th>
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<tr>
<td>Procurement</td>
<td>1</td>
</tr>
<tr>
<td>Public Relations</td>
<td>1</td>
</tr>
<tr>
<td>Revenue</td>
<td>9</td>
</tr>
<tr>
<td>East Management Centre</td>
<td>2</td>
</tr>
<tr>
<td>West Management Centre</td>
<td>2</td>
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Total: 27

- Nine (9) Councillors, two from the ruling party and seven (7) from the opposition.
- Fourteen (14) none management staff that were fully involved in revenue collection.
- Twenty-six (26) none management staff that were fully involved, two (2) in each of the following areas except for IT and auditing where only one staff was interviewed:
<table>
<thead>
<tr>
<th>Service Area</th>
<th>Number Interviewed</th>
</tr>
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<tbody>
<tr>
<td>Garbage collection</td>
<td>2</td>
</tr>
<tr>
<td>Fire fighting</td>
<td>2</td>
</tr>
<tr>
<td>Road maintenance</td>
<td>2</td>
</tr>
<tr>
<td>Water and sanitation</td>
<td>2</td>
</tr>
<tr>
<td>Drainage maintenance</td>
<td>2</td>
</tr>
<tr>
<td>Street light maintenance</td>
<td>2</td>
</tr>
<tr>
<td>Surveying</td>
<td>2</td>
</tr>
<tr>
<td>Building inspectorate</td>
<td>2</td>
</tr>
<tr>
<td>Public Health inspectorate (Abattoirs)</td>
<td>2</td>
</tr>
<tr>
<td>Transport Management</td>
<td>2</td>
</tr>
<tr>
<td>Accounting &amp; Finance</td>
<td>2</td>
</tr>
<tr>
<td>Auditing</td>
<td>1</td>
</tr>
<tr>
<td>Planning</td>
<td>2</td>
</tr>
<tr>
<td>Information Technology</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>26</strong></td>
</tr>
</tbody>
</table>

- The Vice Chairperson of the market association 1
- A Committee Member of the association for public transport 1
- A Committee Member of the District Development Committee 1
- Official at the Livingstone Tourism Development Board 1
- A Member of the Constituent Development Committee 1
- President – Livingstone Tourism Association 1
- Inspector of Companies (PACRA) 1
- Senior Official, Ministry of Local Government 1
- Assistant Director – Local Government Commission 1
- **Total** 9

1.9.4.2 Structured questionnaires were administered on the following to collect quantitative data:

- A total of two hundred and forty-six (246) respondents which included sixty-two (62) from Low Density Areas, eighty-four (84)
from medium density areas and one hundred (100) from high density areas:

- **Low Density areas included**
  - Ellaine Brittel
  - Zambia Youth
  - Highlands

- **Medium Density Areas included**
  - Dambwa North
  - Dambwa Central
  - Linda

- **High Density Areas Included**
  - Maramba
  - Libuyu
  - Ngwenya

- A total of one hundred and thirty-two (132) market traders
- A total of seventy-eight (78) operators of public transport

### 1.9.5 Sampling Methodology

The study used mixed sampling design in collecting samples. For instance, systematic sampling method was used in selecting households of respondents in the residential areas. The researcher picked the first housing unit thereafter selected every old numbered housing unit to participate in the survey. In addition, stratified sampling method was used to select residents from specific townships after placing them in three categories or strata to avoid selecting samples with similar characteristics since they did not constitute a homogeneous group. Residents were grouped in three categories in accordance with the class of the township they lived, which were ‘low density’, ‘medium density’ and ‘high density’ areas.

Further, convenience sampling was used to select Heads of Departments, Councillors, Heads of Associations, and employees at Livingstone City Council. Respondents were selected based on their proximity and availability to the
researcher at the time of visit to relevant institutions especially the Civic Centre. This method was particularly suitable as it attempted to generate specific number of respondents in specific areas such as senior management, revenue collectors, and heads of institutions from relevant stakeholders.

1.9.6 Research Instrument

Structured questionnaires were used in the collection of data. The instrument was suitable for the study as it provided sufficient time for the respondents to think over the questions before attempting to respond. The administering person was also available to make clarification and interpret the concepts that appeared difficult to the respondents.

The study used interview guides to gather information from various respondents who had a stake in Livingstone City Council. Interviews provided an advantage in that information was collected there and then. In addition, clarification was sought in instances where the responses provided were not clear. The researcher made use of existing Libraries to get insights on relevant topics. Further, the researcher searched from the internet for further information especially for literature review.

1.9.7 Pre-testing of Research Instrument

The structured questionnaires were tested on five (5) residents of Elaine Brittel, Linda, Dambwa North, Maramba and Malota and another five (5) tested on market traders and public transport Drivers. The interview guides were not pretested as clarification was sought on sight. In instances where the responses were not clear, the instruments could therefore be adjusted on sight if it appeared defective.

1.9.8 Ethical Issues/Concerns

The researcher assured respondents that a high level of confidentiality was going to be upheld in the course of the study. Individual consent was sought before an interview or administration of a questionnaire. Respondents were informed about the purpose of the research. Authority to conduct interviews on council premises was further sought from the Town Clerk of Livingstone City Council. Authority to conduct interviews in markets was further sought from the market leadership.
1.9.9 Data Analysis
Data was collected using structured questionnaires and interview guides for various categories of respondents. Responses from questionnaires were analysed using the Statistical Package for Social Sciences (SPSS). Both qualitative and quantitative research techniques were, therefore, used in the analysis of data. Quantitative data was analysed using SPSS, while qualitative data was analysed using content analysis.

1.9.10 Possible Limitations of the Study
Employees at Livingstone City Council did not avail the researcher most of the reports required, especially on finances. The researcher encountered high levels of resistance and limited cooperation from the authorities to release information. Responsible officers kept changing appointments which was extremely frustrating to the researcher. Some promised to email the information and when follow-ups were made on the mobile phones the officers stopped responding to the researcher’s number.

In view of the above the initial intention to review the period 2002 to 2012 did not materialise. The researcher reviewed data mostly from 2011 and 2012 which were accessed from the budgetary report. In addition, the researcher gathered primary data from different areas which was analysed to come to a reasoned conclusion.

Further, it suffices to mention that in the course of the study, the Council was suspended due to squabbles and political interference of Councillors in the administrative matters. As a result of the prevailing situation at Livingstone City Council, most employees and the Councillors sought anonymity on the responses they provided. Consequently, details of individuals for some testimonies provided had not been availed in some sections of the report. However, the researcher endeavoured to provide a general insight of the origin of the information, for instance, instead of providing a specific name; a general category of the employee such as, revenue collector, senior management among others was indicated as the source.
CHAPTER TWO

2.0  CONTEXT OF RESOURCE MOBILISATION MANAGEMENT AND SERVICE DELIVERY AND PROFILE OF LIVINGSTONE DISTRICT

2.1  Introduction

This chapter provides the necessary context of Livingstone City Council as a case of resource mobilisation, management and service delivery in the Zambian Local authorities. The chapter has three sections which include a focus on Resource Mobilisation and Management, the general outline of local Authorities in Zambia and the overview of the Profile of Livingstone District.

The chapter began by focussing on the concept of resource mobilisation and management. This section brings to the fore the background and the idea behind the study of resource mobilisation and management in local authorities. It provides a background picture of the mobilisation and management of resources in the Zambian local authorities before narrowing it down to Livingstone District. The section shows some of the challenges faced soon after the post independence period and the status quo. The section further highlights the importance of mobilisation and management of resources with respect to ensuring effective and efficient service delivery.

The second section in this chapter is a general overview of local authorities in Zambia. This section, gives a brief background of the emergence of local authorities in Zambia soon after the end of colonial rule to see the extent to which they have become in modern days. It provided a brief of how local authorities are currently managed, the administration and the governance system. The section highlights the mandate of local authorities and the growing burden with respect to service delivery in their localities engineered by various challenges.

The last section in this chapter brings to the fore the physical picture of the study area which is Livingstone District. It presents the profile of Livingstone District. The main features in the profile includes, among others, the size and topography of Livingstone District and the economy, particularly reviewing the main economic activities in the district. In addition, the section reviewed Livingstone’s population and population density. The section further highlighted the
political orientation of Livingstone District and the institutional set up showing the governance structure.

2.2 Resource Mobilisation and Management

The introduction of Structural Adjustment Programme in 1991, following the ascension to power of the MMD Government, saw the introduction and implementation of policies such as liberalisation, decentralisation, privatisation, and commercialisation. The above policies came with reforms that, among others, called for less involvement of the Government in the running of business or commercial entities. The role of the Government was to be restricted to regulation of the industry to provide an enabling environment in which the private sector would flourish. In addition Government was required to cut public expenditure to manageable levels.

As the new policies were being implemented, there were increased levels of poverty and other social problems among the grass root communities. The increase in poverty and social ills prompted the Government to devise measures that could help mitigate the suffering of the communities at grass root level. Among other important measures identified to mitigate the problems faced by the local communities was devolution of authority, functions and resources to the local authorities.

Local authorities were identified as effective channels to address the problems faced by the communities. The assumption was that local authorities were closer to the communities and, therefore, understood in detail the problems faced by its community. In view of the above there was increased desire by the Central Government to channel economic development through local authorities. Significant levels of power were, therefore, devolved to local authorities to help them manage their finances, provide services to the communities and become self-sufficient. Nevertheless, the devolution of power was not accompanied by the provision of resources to help in service delivery. To the contrary, this era saw the significant reduction in Central Government support to Local Authorities, (UN HABITAT, 2009:11).

In a nutshell, most features in the Structural Adjustment Programme revolved around policies that called for the cutting of public expenditure. Whereas on one hand the Central Government was expected to empower the local authorities with sufficient financial resources to enable them resolve the various problems faced
by the communities, it had a duty to comply with the tenets of the policies in the Structural Adjustment Programme which called for the cutting of public expenditure. The overall result was however, a significant reduction in financial support from the Central Government to the Local Government sector.

The Central Government expected Local Authorities to mobilise and manage resources within their localities to ensure continued provision of services to the communities. With the increasing population and reduced Government support, most if not all local authorities in Zambia, were evidently struggling to cope. The struggle was worse for rural councils compared to the urban based local authorities. The main reason for the failure to cope was the inability of the Councils to mobilise adequate resources to provide expected services to the communities. In the absence of resources it was inconceivable for the local authorities to provide relevant services to its various publics.

Features that evolved from the above policies were persistent low levels of financial resources which crippled the institutional capacity of the local authorities, thereby making it difficult to effectively and efficiently provide services to its various publics. Incidentally, making resources available for service delivery had two sides. These included “mobilisation” and “management” of resources. Inadequate finances in a local authority would, therefore, entail that, either a local authority was incapable of mobilising sufficient resources to enable it provide services to its community or the authority mobilised sufficient resources but could not be efficiently used for service delivery as a result of improper management.

Mobilisation of resources entailed the manner in which local authorities organised or generated resources from various avenues. There were therefore various factors that could possibly cripple the local authorities to effectively mobilise resources for service delivery. Such factors could be summarised using a “swot” analysis. In determining this analysis the study identified the existence of strengths, weaknesses, opportunities and threats in the Councils locality.

Strengths in the Council could be related to the capacity of its human resources and the leadership and the roles they played in mobilising resources. Weaknesses in the system could be related to internal factors that restrained the Council from attaining its objectives of service delivery. These included incapacity with regards to human resources, bad management practices and other restraints resulting from inadequate resources. Opportunities entailed potential avenues
available in the Councils vicinity which could significantly contribute to the revenue base. Opportunities also relate to, among others, the geographical location of the district, natural and physical resources available in the district. Finally, threats with regards to the mobilisation of resources relate to external factors beyond the control of local authorities that could hinder the effective mobilisation of resources. These could include the political environment and the legal framework among others.

The second fundamental feature which could potentially render the local authorities incapable of delivering services to the communities was to do with the management of the resources. Mobilising resources was one thing but ensuring that the resources mobilised translate into service delivery had much to do with the way local authorities managed such resources. Ineffective management of resources could potentially render the local authorities incapable of effective service delivery. Effective management of resources revolved around the quality of staff, dedication, leadership, integrity, responsibility, accountability, financial acumen and selflessness among other attributes. Mukwena R, (2002:6), observed that, “the current institutional capabilities of local authorities in Zambia were limited. Mukwena conceded that even if funding to the councils was adequate, it was unlikely that the funds could be applied for service provision in a cost-effective manner”.

A significant role that mobilisation and management of resources play in the effective provision of service delivery entailed that the two concepts were important facets in ensuring sound financial base in the Local Government sector and effective service delivery. Bottlenecks in the conduit of mobilisation and/or management of resources were likely to negatively affect the delivery of services to the communities.

Information on the ground in Livingstone District presented characteristics of an area with a local authority in serious financial malady. Negative reports gathered on service delivery was indicative of possible problems faced by the Council in the area of mobilisation and management of resources. It was against this background that prompted the need to probe the nature and extent of mobilisation and management of resources in local authorities, particularly at Livingstone City Council. The study, therefore, established the relationship existing between service delivery and the nature of mobilisation and management of resources at Livingstone City Council.
2.3 **Local Authorities and Resource Mobilisation and Management**

The Zambian system of administrative governance was inherited from the British, the former colonial masters. Like many other governance systems, the Zambia system has several tiers of administrative structure. These include the Central Government, the Provincial Administration, the District Administration and the Councils. The Central Government was composed of government ministries and their respective agencies. The Provincial Administration was basically the administrative wing of the Central Government which trickled down to the District level as District Administration. The Provincial Administration was superintended by the Provincial Minister who was the political head and the provincial Permanent Secretary who was the administrative head of the province.

At District level, the administration was split between the District Administration and the Council. The District Administration was superintended by the District Commissioner while the Council was headed by the Mayor who is a political head and a Town Clerk the administrative head. A council was composed of the Councillors who were democratically elected officials representing various wards within the constituency. The Mayor and his Deputy were selected from among the Councillors by the Councillors themselves. Councils are classified in four different categories namely City, Municipal, Township and Rural Councils. It suffices to state that in the context of this study the term Council is used interchangeably with Local Authority as well as Local Government.

Local Government is defined as local democratic units within the unitary democratic system which are subordinate members of government vested with prescribed, controlled government powers and sources of income to render specific local services to develop, control and regulate the geographic social and economic development, Meyer, (1978:10). In the previous section, the definition for Local Government was simplified as the administration of public affairs at local level within a defined sub-national territory operating within a defined mandate determined by authority delegated to it through the legal framework.

Local Authorities in Zambia were established through the Local Government Act of 1965 which was later revised in 1991. Local Authorities operated in a form of decentralisation known as Devolution. Cheema and Rondinelli (opcit) put across a number of characteristics implicit in a devolved governance system as outlined below:
A Local Government has corporate status and the power to raise resources in order to perform various functions determined by it. For instance, in Zambia, city councils run markets and bus stations whereby they have authority to levy the operators. They further determine the amount of levy to charge on its clients. The City Councils also collected rates from people who have property within its locality. In addition councils collected personal levy from all individuals living in the Council’s geographical areas.

Further, the local governments had clear and legally recognised geographical boundaries within which they exercised authority and performed public functions. For instance, at the time of this report, Zambia had nine provinces and the tenth was recently proposed which was pending ratification by Parliament. In addition, it had eighty-four districts with councils which had clearly defined boundaries.

In the case of devolved authority and responsibilities, there is high degree of autonomy and decision-making. However, the central government still retains some supervisory powers and plays a significant financial role. The Central Government exercised control on the local government through legal instruments and as stipulated in the constitution. The Central Government provides grants to the local authorities for various projects. It, therefore, justifies the element of control exercised on local authorities as a means of ensuring that national development policies were consistent with the implementation at the local level. In addition the Central Government had the power to dissolve a council, if it is perceived as not complying with the laws of the land.

As a product of decentralisation local authorities were expected to deliver a multitude of services to the community within its geographical area. Local authorities were viewed as effective media for decentralisation. Decentralisation was perceived as an important and positive stride to achieve good governance, improve efficiency and quality of service delivery to the local populace. However, the challenge for most decentralised systems, including Zambia, had been to delegate responsibilities with corresponding financial support for effective implementation of programmes at local level.

The Local Government Act of 1991 gave local authorities the mandate to deliver a wide spectrum of services including: housing, water and sanitation, land development services, as well as feeder road development and maintenance. The Zambian local authorities had fewer problems in performing their duties up until
1972. Nonetheless, from 1973 onwards, there had been a continued decline in the capacity of councils to provide services as mandated by the Act, (MLGH, 2009).

In spite of the various measures implemented to alter the face and operations of Local Authorities, there was insignificant change registered. It appeared that efforts made by the Government did not address the problems of service delivery on the ground. On one hand, Government administrative units in the Districts remained poorly accountable and responsive to the needs of local populations, while on the other hand, Councils’ fiscal difficulties worsened. Against this background, the Government adopted the Decentralisation Policy on 18 November 2002 which was subsequently launched on 20 August 2004, (MLGH, 2009). The principal aim of the policy was to enhance service delivery through local authorities.

2.4 Profile of Livingstone District

2.4.1 Background
Livingstone draws its name from the former British explorer, David Livingstone, believed to be the first white man to see the Victoria Falls, one of the District’s treasures. Livingstone was the second capital city of Zambia, after Kalomo. It lies 10 kilometres north of the Zambezi River. It is the current tourist capital of Zambia owing to its variety of attractive centres and sites. Livingstone was the provincial capital of Southern Province. However, it was stripped off the status in 2012 and replaced with Choma on the merit of its central location.

2.4.2 Size and Topography
Livingstone District is located in the Southern tip of the Southern Province in Zambia. It is said to be the most southerly town of Zambia. It is the smallest District of Southern Province with the total land area of 695 square kilometres. It is classified as an urban district sharing its boundary with Kazungula and Zimba Districts and an international boundary with Zimbabwe, (Zambia Tourism, 2012).

Much of the land in Livingstone is generally flat, with the altitude of between 1,100 and 1,300m above sea level. There are two main types of vegetation, namely; grasslands and open forests, (Zambia Tourism, 2012). Below, is a figure showing the position of Livingstone District in the Southern Province of Zambian.
The above figure shows the position of Livingstone District among others in the Southern Province of Zambia. The figure also shows the positioning of the Southern Province on the Zambian map.

2.4.3 Economy

Livingstone is relatively a modern district. It houses one of the international road networks which come from Lusaka linking the Country to Zimbabwe, Botswana through Kazungula and Namibia through Sesheke. The City has an International Airport, that is, Harry Mwanga Nkumbula, named after one of the legendary freedom fighters. The City also has a railway network linking it to Lusaka through to the Copperbelt Province.

Livingstone’s economy was to some extent influenced by its proximity to the international borders with Zimbabwe, Botswana and Namibia with numerous numbers of traders using the district as a transit point. The economy of Livingstone was largely dependent on the informal sector for job creation. The majority of Livingstone’s population were in the informal sector, depending on small scale businesses. Much of the business involves cross border trading with Zimbabwe, Namibia and Botswana, (Zambia Tourism, 2012).
Like at the national level, the rates of unemployment in the formal sector are high in Livingstone District. Most of the residents in formal sectors are those in Government departments, None Governmental Organisations and the tourism related industries such as the Hospitality.

The tourism sector had further enhanced the district’s economic activities being one of the favourite tourist destinations in the Country. The District had some of the country’s finest tourist attraction centres which included: The Victoria Falls one of the Seven Wonders of the World, Musi-oa-Tunya National Park with some of the finest wildlife in Southern Africa, Batoka Gorges, Livingstone Museum, Maramba Cultural Museum, the Railway Museum and Curio Markets with fine artistic crafts. The District was also home to activities such as bungee jumping, elephant back trails, lion walks, river boarding, wildlife safaris, white water rafting and batoka sky adventure which involved flights above the Victoria Falls, (Zambia Tourism, 2012). On the next page, is a figure showing some of the economic features of Livingstone District.

**FIG: 2.4.3.1, SOME ECONOMIC FEATURES OF LIVINGSTONE DISTRICT**

The above figure shows some of the economic features of Livingstone District which includes: Zambezi River, lodges and hotels and the Victoria falls. Other features includes: roads and proximity to international borders which are Zimbabwe, Namibia and Botswana.
2.4.4 Population
Livingstone District has a total population of 139,509. This represents 8.8% of the total population for Southern Province. The district had the highest population density in the province of 200.7 persons per square kilometre. Kazungula District on the other hand with land area of 16,835 had a population of 104,731 which translates to a comparatively lower population density of 6.2 persons per square kilometre, the lowest of all the districts in the Province. The second highest densely populated district in Southern Province is Monze at 39.5 persons per square kilometre. Monze has a total population of 191,872 and land area of 4,854, (CSO, 2010).

The comparison above shows a significant discrepancy in population density and brings to light how overpopulated Livingstone District is compared to other Districts in the Province. Essentially, Livingstone District ranked among the top densely populated districts in the country.

2.4.5 Political Orientation
Livingstone District had one constituency with respect to electoral segmentation namely, Livingstone Constituency. The constituency is divided into seventeen wards. These are Freedom, Musi-oa-tunya, Dr. Mubitana, Namatama, Kasiya, Libuyu, Mwalibonena, Mulungushi, Maramba, Akapelwa, Lizuma, Simonga, Dambwa Central, Zambezi, Kariba, Nansanzu and Shungu. Of these wards eleven were in the hands of the opposition party which included United Party for National Development (UPND) and Movement for Multi-party Democracy (MMD), while six were held by the ruling party, the Patriotic Front (PF). At the time of the 2010 Census of Population and Housing, Livingstone District had 47,878 total number of registered voters out of the 72,772 eligible voters. This represented 65.79% of the total population for eligible voters in the District, (CSO, 2010).

Generally, Livingstone District has had greater number of Councillors coming from the opposition parties and less from the ruling party. Nevertheless, the difference had always been minimal considering that the District was the most cosmopolitan of all Districts in Southern Province. This was attributed to its location as a border town, as well as a tourist capital of the Country. Positions for councillors were quite unstable, as most of them changed parties soon after elections, especially those in the opposition parties who resigned to join the ruling party. This made it difficult to establish a definite number of Councillors with respect to political parties.
for a given term of office. The current Member of Parliament is from the ruling party, the Patriotic front.

2.4.6 Institutional Set Up

The Town Clerk was the administrative head while the Mayor headed the political structure of Livingstone City Council. There was a District Development Coordinating Committee (DDCC) in the District which supplements the efforts of the Council in Governance matters. The DDCC play a technical advisory role to the Council. The Committee further coordinate development activities in the district. The DDCC was composed of heads of line governments and representatives from various non-governmental organisations in the district. In addition, there was a Resident Development Committee (RDC) in each ward. The development committees coordinated development activities in the settlements. Ward Councillors were part of the RDCs as ex-official members, (UN HABITAT: 2009:12).

Having reviewed the context of Resource Mobilisation and Management, the general outline of local Authorities in Zambia and the overview of the Profile of Livingstone District, the study proceed to present the findings and discussion on the nature and extent of mobilisation and management of resources in the next chapter, which is chapter 3.
CHAPTER THREE

3.0 NATURE AND EXTENT OF MOBILISATION OF RESOURCES AT LIVINGSTONE CITY COUNCIL AND RESTRAINTS/ IMPEDIMENTS

3.1 Introduction

It is vital to understand the nature of resources mobilised in order to determine the viability and sustainability of such resources. The nature of resources can reflect the value and contribution to the institutional budget. Nevertheless, the nature of resources may not provide a clear picture of the benefit of such resources unless information is available on the extent to which such resources are mobilised. Resources with significant value may have insignificant benefits if the quantity mobilised is inadequate. If the resources were inadequate, what were the impediments? Consequently, this chapter further sought to establish impediments in the mobilisation of resources at Livingstone City Council.

In this chapter, the study determined the nature and extent of mobilisation of resources at Livingstone City Council and restraints/impediments. The chapter is divided into five (5) sections, including the introduction. These are: traditional sources of revenue; non traditional sources of revenue; revenue from the tourism sector in Livingstone District and impediments to revenue collection at Livingstone City Council.

Section 3.2 determined the traditional source of revenue in Livingstone District. Traditional sources were basically constituted by the sources of revenue that are common to all local authorities in Zambia. These were primarily composed of levies, charges and taxes earned by the Council from individuals and companies in its locality, including grants from the central government. Section 3.3 reviewed the non-traditional source of revenue in Livingstone District. In the context of this study, non-traditional sources of revenue sources consisted of income generated from extra ordinary activities such as Public Private Partnership projects, investment holdings and municipal bonds, among others. Section 3.4, reviewed the revenue from the tourism sector in Livingstone District. This section focussed on the tourism industry in the district and established the various ways in which the industry contributed to the revenue base of Livingstone City Council which could be harnessed for service delivery. Finally, section 3.5, analysed the impediments to
revenue collection at Livingstone City Council. The section established various avenues for revenue and factors that restrained the council from accessing resources from the avenues.

3.2 Traditional Sources of Revenue

Revenue is one of the main factors that guarantee performance in local authorities. It determines the extent to which the authority meets its budgetary obligations to deliver services to its clients. The amount of revenue collected is a factor of the sources and methods used to collect such revenue. A wide range of sources guarantees the Council of a much higher amount of revenue collected and vice versa. In addition, the method of mobilisation provides an indication of the efficiency to which revenue is collected.

It is against this background that this section was aimed at establishing the sources of revenue at Livingstone City Council for the period under review, that is, from 2002 to 2012. Livingstone City Council, like other local authorities worldwide, had various sources of revenue. The main sources of revenue at Livingstone City Council can be classified into two that is, traditional sources of revenue and nontraditional sources. A traditional source is represented by funds raised by the Council from various avenues within its locality and the funds received in form of support from the Central Government.

In the context of the study, traditional sources of revenue refer to sources of income which were common to all local authorities. Traditional sources of revenue included such avenues as local taxes, fees and charges, licenses and levies among others and support from the Central Government which was received in form of recurrent grants, grant in lieu of rates and Constituency Development Fund (CDF). The projected income for 2011 and 2012 with regards to traditional sources of income were as indicated in the table, on the next page:
### TABLE 3.2.1, PROJECTED INCOME FOR 2011 AND 2012

<table>
<thead>
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<th>YEAR</th>
<th>INCOME SOURCES</th>
<th>AMOUNT</th>
<th>PERCENT</th>
<th>AMOUNT</th>
<th>PERCENT</th>
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<tr>
<td></td>
<td>Local Taxes</td>
<td>7,779,426,476.00</td>
<td>36</td>
<td>5,060,665,768.68</td>
<td>32</td>
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<tr>
<td></td>
<td>Fees and Charges</td>
<td>5,528,217,000.00</td>
<td>26</td>
<td>4,995,115,000.00</td>
<td>31</td>
</tr>
<tr>
<td></td>
<td>Licenses</td>
<td>-</td>
<td>-</td>
<td>486,100,000.00</td>
<td>3</td>
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<tr>
<td></td>
<td>Levies</td>
<td>758,821,000.00</td>
<td>4</td>
<td>12,400,000.00</td>
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<tr>
<td></td>
<td>Charges</td>
<td>4,425,915,052.00</td>
<td>21</td>
<td>2,935,915,052.00</td>
<td>18</td>
</tr>
<tr>
<td></td>
<td>National Support</td>
<td>2,098,372,534.64</td>
<td>10</td>
<td>1,275,372,977.00</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>Other Income</td>
<td>449,000,000.00</td>
<td>2</td>
<td>472,000,000.00</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>Permits</td>
<td>459,870,000.00</td>
<td>2</td>
<td>656,970,000.00</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td><strong>TOTAL</strong></td>
<td><strong>21,499,622,062.64</strong></td>
<td><strong>100</strong></td>
<td><strong>15,894,538,797.68</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

**Source:** Livingstone City Council – Capital and Revenue Estimates for - 2012:2011.

The above table shows that the revenue estimates for Livingstone City Council for 2012 and 2011 were expected from only traditional sources. The revenue in respect of the 2012 estimates was pegged at K21,499,622,062.64, representing 90% from local sources and 10% from the Central Government appearing on the table as ‘national support’. Conversely, revenue estimates for 2011 stood at K15,894,538,797.68, whereby 92% was expected from local revenue sources and the Central Government accounted for the remaining 8%. The main traditional sources of revenue include the following avenues below:

#### 3.2.1 Rates

Rates are a form of tax levied by the local authority on property or real estate. Rates from both commercial entities and individuals were the Council’s highest earner of revenue as indicated in the earlier discussion. Revenue estimates in respect of rates in the 2012 budget was pegged at K7,779,426,476.00, representing 36% of the total budget estimates. In addition, revenue estimates in respect of rates for the 2011 budget were pegged at K5,060,665,768.68, representing 32% of the total budget estimates, (Livingstone City Council, Capital and Revenue Estimates for – 2012: 2011). Rates were basically paid to the Council by the clients. The role of the Council, through revenue collectors, was to issue bills to the residents and business entities on which the clients based their payments. The amount of rates payable varied, based on the value of the property. The study revealed that rates were charged at 0.3% of the value of the property for normal residential rates and 0.5%
the value of the property at commercial rate. Rates were paid twice per year that was in June and in December.

The Council often used bailiffs to coerce some of the clients to pay the rates. The Council maintained a register for business entities and individual housing units which guided them on the preparation of bills. The data was kept in the system in the Finance Department and updated every time a client paid. The study revealed that there were incidences of wrong amounts appearing on bills due to lapses in the system. Despite a relatively huge amount of revenue earned from the rates, it was clearly one of the revenue sources with a high number of defaulters.

In view of the above, an investigation was undertaken to determine the levels of payment of rates by Livingstone District residents. Below is a frequency table showing a study that was undertaken to establish the levels of compliance in respect of residents of Livingstone District to the payment of rates. Below were the findings of the study:

<table>
<thead>
<tr>
<th>TABLE 3.2.2, RATES PAID TO LIVINGSTONE CITY COUNCIL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frequency</td>
</tr>
<tr>
<td>Valid</td>
</tr>
<tr>
<td>Do not Pay Rates</td>
</tr>
<tr>
<td>Pay &amp; know the Amount</td>
</tr>
<tr>
<td>Pay but do not Know the Amount</td>
</tr>
<tr>
<td>Not Applicable</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

Source: Formulated by the Author, (Field Survey 2012).

The above is a frequency table showing 246 residents of Livingstone District who were asked to indicate if they paid rates to Livingstone City Council. Of the 246 residents only 55 were valid respondents, as 191 of them lived in rented housing units. Of the 55 valid respondents, 14.5% indicated that they did not pay rates, 38.2% indicated that they paid rates and knew the amount as confirmed by the Council, while 47.3% indicated that they paid rates to the Councils but failed to state the amount they were paying for the unit they owned and were, therefore, added to the cluster of residents who did not pay rates. This raised the total number of residents who were not paying rates to 61% of the respondents.
Results of the study showed that the majority of Livingstone residents tallying to 61% did not pay rates to the Council. The proportion of residents defaulting translated into significant revenue loss. The reason for low levels of payments of rates, among others, included poor service delivery which discouraged residents from making payments, as they did not see any value for the money paid.

3.2.2 Bus and Taxi Levy

Another avenue that provided the Council with considerable amount of revenue was levy from buses and taxis known as bus and taxi levies respectively. The revenue estimates in the 2012 budget in respect of bus and taxi levies amounted to K120,000,000.00 representing 0.62% of the total expected revenue in 2012, (Livingstone City Council, Capital and Revenue Estimates for – 2012: 2011). This revenue was basically collected at various operating points which included taxi ranks, among others. Revenue collectors also maintained a database of the transport operators and levied them accordingly. The levy was collected on daily basis by revenue collectors who visited various operating stations. Revenue collectors issued the clients with an official Council receipt. The revenue collected was then handed over to the cashiers at the Council Office. Records in the receipt books were reconciled with the cash received to ensure that revenue collected corresponded with the receipts issued.

Revenue in respect of taxi and bus levy was, to a greater extent, mobilised by revenue collectors from clients in the field. However, clients were allowed to pay taxi or bus levy at the Council offices, as there were no restrictions to that. The study revealed that bus and taxi levies paid to the Council varied, depending on the area they traded from. It was revealed that some taxi drivers paid K1,800.00, while others paid K2,000.00 per day. The study further revealed that taxi levy could be paid as a lump sum on a monthly basis, amounting to K54,000.00.

3.2.3 Market Levy

The study revealed that market levy was one of the high revenue earners among others at Livingstone City Council. The revenue estimates for 2012 budget in respect of market levy was K1,283,594,000.00. This represented 6.62% of the revenue estimate for 2012, excluding central government support. The Council had divided markets into two zones, the west and the east. Markets in the western part of
Lusaka Road were managed by the West Management Centre which was housed at the old Civic Centre building. Further, markets located on the eastern side of Lusaka road were managed by the East Management Centre located in Maramba. The west management centre had 7 markets which were all visited by the researcher, while the East Management Centre had 8 markets.

The management centres were responsible for payment of water bills, provision of security to the market, garbage collection and collection of levies. The management centres were also responsible for maintaining cleanliness at the markets, allocation of market stands, payment of salaries to all workers operating in the markets, including revenue collectors and receiving complaints among others.

The study revealed that West Management Centre collected an average of between K900,000.00 to K1,200,000.00 during peak periods and K600,000.00 to K800,000.00 during off peak periods on a daily basis. In addition, East Management Centre collected an average of K2,000,000 to K2,400,000 during peak periods and K1,400,000.00 to K1,800,000.00 during off peak periods on a daily basis. Off peak periods were described as periods during the rainy season. Considering that most market traders operated on an open space, the rains often affected their businesses, hence low revenue earned in the period. The huge difference in the revenue earned by East Management Centre and West Management Centres was attributed to the number and size of markets. East Management Centre had one market more than West Management Centre. In addition, East Management Centre accounted for one of the biggest markets in Livingstone that is, Maramba Market with a population of over 1,100 traders.

Market levies were mobilised by revenue collectors who moved from one stand to the other. Revenue collectors were given a receipt book which they used for issuing receipts to the payers. They went round the market stands on a daily basis using an official register. In an event that a trader was absent from the stand despite displaying the merchandise, the Revenue Collector noted down the stand number and revisited the stand another time. An official from the West Management Centre indicated that revenue collectors were often rotated to avoid familiarisation with the traders which had potential to compromise their objectivity in the long run.
3.2.4 Personal Levy

Personal levy was a fee paid to the Council by residents living in the Councils locality. The law requires that the levy be paid to the Council by all residents earning an income living in the Councils locality. Personal levy constituted a revenue source which earned the Council stable and consistent income. The revenue estimates for 2012 budget in respect of personal levy was pegged at K240,000,000.00. This represented 1.24 % of the total revenue estimates for 2012, excluding income from the Central Government. Of the total estimate, K150,000,000.00 was expected from the formal sector and K90,000,000.00 was expected from the informal sector.

A study was undertaken to establish the number of residents who paid and those who did not pay personal levy within Livingstone District. The results of the study are represented in the table below.

**TABLE 3.2.3, PAYMENT OF PERSONAL LEVY TO LIVINGSTONE CITY COUNCIL**

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes</td>
<td>40</td>
<td>16.3</td>
</tr>
<tr>
<td>No</td>
<td>206</td>
<td>83.7</td>
</tr>
<tr>
<td>Total</td>
<td>246</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Source: Formulated by the Author, (Field Survey 2012).

The above table represents residents of Livingstone District in selected townships who were asked if they were paying personal levy to Livingstone City Council. Of the 246 respondents, 16.3% indicated that they were paying personal levy to the Council, while 83.7% stated that they were not paying personal levy to the Council.

Results of the study showed that more than two thirds of the residents did not pay personal levy to Livingstone City Council. The explanation to this was probably the high levels of residents who were trading their business in the informal sector, as there were no mechanisms to coerce the residents to comply. It was, therefore, difficult for the Council to mobilise personal levy from the informal sector. Although the 2012 budget showed that 37.5% of the Councils revenue from personal levy was expected income from the informal sector while 62.5% was
estimated income in form of personal levy from the formal sector, the study revealed that the actual revenue from the informal sector was far below the estimated value.

The Council should not institutionalise and accept as a norm tax evasion in form of personal levy on the ground of the difficulties involved to convince the residents to pay as it was empowered by law to collect personal levy. It was incumbent upon the Council to innovate and come up with a mechanism that can enhance the collection of the levy. In the recent past, institutions have increased the levels of clientele compliance when the procedures involved in payment of mandatory levies or bills are simplified such as the use of mobile technology.

It suffices to mention that the category of respondents from which data was collected were adults in the age group from 18 to 60 years who were expected to pay personal levy. The results showed the probable revenue loss to the Council. Considering that the levels of revenue had a direct bearing on service delivery, it, therefore, follows that the low levels of revenue mobilised by Livingstone City Council had negatively affected service delivery in Livingstone District.

3.2.5 Grants
The grant from the Central Government was another form of traditional source of revenue for Livingstone City Council. This was in the form of recurrent grants, grant in lieu of rates and Constituency Development Fund (CDF). In the 2012 budget estimates, the provision for recurrent grants was K87,940,728.64, compared to K65,607,836.00 in 2011. In 2012 the Grant in Lieu of rates was K1,209,765,140.00, representing the same amount as provided in 2011. Further, K800,666,666.00 was provided in respect of Constituency Development Fund in 2012, while K666,000,000.00 was provided in the 2011 budget estimates. Essentially, support from the Central Government in 2012 was pegged at 10% of the total budget. This was a slight increase from the year 2011 which was fixed at 8% of the total budget, (LCC, Capital and Revenue Estimates for – 2012: 2011).

3.2.6 Other Fees and Charges
Other traditional sources of revenue included payment in respect of marriage certificates, permits for road shows, permits for cinemas and cinematography, filling stations, car wash, curio permits, scrap metal dealers and beer permits. Others included business levies such as liquor licenses, licenses for wholesale and retail
traders. Other traditional revenue sources also included legal fees such as change of ownership fee, registration of mortgage, registration of power of attorney, caveat registration, grant of council consent, penalty fees, preparation and issuance of title and land record among others. In addition, other traditional revenue sources were in respect of advertising fees, rentals from old Civic Centre building, Maramba Stadium and Victoria Hall. Further, traditional revenue sources included hiring of earth moving equipment in addition to a tipper truck and a tractor. Other sources were scrutiny fees, road cutting permits, petroleum storage licenses, fire certificates, occupation certificates, burial permits, cadaver transfer fees, meat inspection fees, refuse charges and health permits, among others.

It was noted that all the six (6) departments at Livingstone City Council were involved in revenue generation. For instance, of the estimated budget of K21,499,622,062.56 for 2012, Department of Administration was expected to raise 4.75%, Department of Finance was expected to raise 56.26% and 9.37% was expected from the Department of Engineering. In addition, Department of Town Planning was expected to raise 22.91%, while the Department of Public Health and Social Services was expected to raise 2.8%. Further, the Legal Department was expected to raise 3.9% of the total budget estimate, (Livingstone City Council, Capital and Revenue Estimates for – 2012: 2011).

Methods of mobilising such fees and charges varied, depending on the nature. While several other fees and charges were paid to the Council through cashiers, some fees and charges were paid to specific departments that provided a given service to the client. The fees were later remitted to the cashiers in the Department of Finance at the Council.

3.3 Non-Traditional Sources of Revenue
In the context of this study, non-traditional sources of revenue refer to revenue incurred from extra ordinary activities. These include revenue generated from undertakings such as: viable capital projects in partnership with the private sector (Public Private Partnership). It also referred to revenue in form of investment in treasury bills, fixed deposit assets, term deposit assets, investment holdings and municipal bonds, among others. It also represented funds received in form of bilateral and multilateral support. The Local Government Financial Manual (2008:127) noted as quoted on the next page:
Local Government Act empowers Councils to issue bonds as a tool for raising capital finance. These are short-term borrowings from the public redeemable at a specified future date. These could be issued through the Lusaka Stock Exchange as this offers better facilities. It is a mechanism to solicit funds from the public in order to finance various activities, including those of a capital nature.

In his paradigm shift theory, Charles J. Billand (2005:2) observed that the conventional revenue generating methods such as relying on Government and donor support were not sustainable. He noted that the dependency on Government Grants or donor support was unsustainable due to budget constraints by the Central Government and the donor community. Local capital markets were increasingly becoming an alternative source of revenue for most local authorities, Billand stressed.

Billand’s observation stresses the fact that traditional sources of revenue were not sufficient to sustain the multitude of needs that councils present. His observation concedes that councils have numerous opportunities to increase revenue, if only they explore and exploit non-traditional sources of revenue. He noted that the Central Government had a wider constituency and its own problems to sufficiently fund the Councils. He further noted that economic instabilities that had manifested in the recent past had led to the shrinkage in international support to local authorities and could, therefore, not be relied upon.

Non-traditional sources of income can be rewarding to a Local authority. As a Public Institution investment in capital holdings and other products on the money market can revitalise the spirit on saving and widen the revenue base. This practice can not only help the Council in raising resources and providing technical knowhow but has potential to sharpen the financial acumen of Council officials. In addition, Public Private Partnership is an important venture for Local authorities especially those in financial problems as this could provide an opportunity for the Council to access the much needed finances to invest in capital projects.

Another concept with regard to the mobilisation of resources is the use of non-traditional method of revenue collection. This was an undertaking in which a local authority engages a private institution to collect revenue from all sources on its behalf. The private company recruits and remunerates its own staff. This
undertaking is also called privatisation of revenue collection, (Sekiziyivu R, 2009:50). The practice is said to bear positive results by its proponents. Sekiziyivu stressed that the Council’s role was restricted to monitoring the activities and supervising the private company.

Nevertheless, the study revealed that although Livingstone City Council had plans to engage in the Public Private Partnership for various projects such as construction of markets, play parks and stadia, none of the projects had been commenced. The study revealed that the Council was not generating any revenue other than the regular traditional sources of revenue existing within Livingstone District. Majority of the heads of departments interviewed indicated that the Council recognised the importance of engaging non-traditional methods of revenue collection but had not found a suitable partner to engage. The study revealed that investment in money market products and financial holdings seemed far reaching for the Livingstone City Council. The study revealed that most officials in management at Livingstone City Council were aware of the non-traditional method of revenue collection.

3.4 Revenue from the Tourism Sector in Livingstone District

Tourism, unlike mining which the Zambian economy has in the past years relied upon, offers the country a more sustainable economic activity. According to the Ministry of Tourism, Energy and Natural Resources (MTENR), tourism has in the recent years been prioritised by the Government in an attempt to expand the economy and as an alternative to the mining industry which thrives on non-renewable resources, (MTENR, 2006:1). The tourism industry consists of several enterprises such as Hotels, lodges, guest houses, tour operators and transport providers. Despite the fact that Zambian tourism has not been harnessed to its full potential, its contribution to the Zambian economy had been significant. According to the World Bank, in 2005, nature tourism alone contributed nearly 16 percent of the Zambia’s exports, 6.5 percent of Gross Domestic Product, 7 percent of Government revenues, 10 percent of formal sector employment and nearly 6 percent of wages, (World Bank, 2011:1).

Although the above statistics do not show data specific to Livingstone District, it is obvious that a larger portion of the national contribution of the tourism sector to the Zambian economy emanates from Livingstone being the most affluent
tourism district in the country. The World Bank noted that despite the tourism potential that Zambia has, the industry is still in its infancy. It stressed that Zambia accounted for a small share of the regional and global tourism markets, (World Bank, 2011:1). The World Bank (2011:1) noted that a number of visitors to Zambia increased eight fold from 1995 to 2007. However, Tourists visiting the country declined in 2008 and 2009, observed the World Bank (2011:1).

Zambia’s tourism potential lies in the availability of its natural resources such as the Victoria falls, numerous natural and cultural heritage and world life consisting of 19 national Parks and 34 Game management areas (World Bank, 2011:3). The World Bank (2011:3) concede that Livingstone town which houses the Victoria falls is close to international boundaries of Zimbabwe, Namibia and Botswana, thereby offering significant potential for regional tourism circuits and joint marketing. The Word Bank (2011:2) recount that the Zambian tourism sector is dominated by small to medium sized operators that are not vertically integrated, therefore, rely on overseas providers for marketing and flight services among others. In 2006 over half, 52%, of the operators of tourist activities in Livingstone, were fully owned by foreigners, while 24% were fully owned by Zambians, (MTENR, 2006:12). According to the Ministry of Tourism, Energy and Natural Resources (MTENR), the main attraction of tourists in Livingstone is game drive, followed by excursion to Victoria Falls, then museum visits and township/village tours, (MTENR, 2006:3).

Contribution of the tourism industry to Livingstone City Council was basically indirect in nature. This was in respect of licences and levies the Council collected from various industries associated with the booming tourism sector. Revenue that emanated from the tourism industry was in form of rates and licences, such as trade, fire and health licences collected from Hotels, Lodges and Guest Houses, bus and taxi levies from transport operators, charges from billboards mounted around the city by tourist operators marketing their companies and personal levy from employees working in the tourism sector. According to the Ministry of Tourism, Energy and Natural Resources, the main source of business for the tourist activity operators in 2005 were accommodation facilities which accounted for 35% of their customers, followed by direct customer walk in at 31%, travel agents at 24%, tour operators at 8% and others at 2%, (MTENR, 2006:6). This entails that the existence and survival of Hotels, Lodges and Guest Houses highly
depended on tourists in Livingstone, as they offered the highest clientele base. The total of 21 tourist activity operators surveyed by MTENR, (2006:7) handled 136,000 clients with total revenue of USD 7.2 million in 2005. Of the total clients handled by the operators, 80% of them were tourists. The Ministry of Tourism, Energy and Natural Resources estimated a total turnover for accommodation facilities at USD 67 million in 1995 segmented as follows: Hotels (USD 21.1), Lodges (USD 248,400), other establishment excluding Chalets (USD 94,390) and Guest Houses (USD 90,940), MTENR (2006:7).

With regard to employment, the tourism sector in Livingstone employed the following in 2005: An average of 30 people per operator for the surveyed tourist activity operators; 90 people for surveyed big handy craft traders, while small curio shops employed about 3-4 people; and for surveyed accommodation facilities – lodges employed an average of 38 people, guest houses 10 people, 22 for hotels and 23 for other establishment, (MTENR, 2006:7). The above figures were exclusive of the larger hotels in Livingstone as they did not reveal their staff establishment, (MTENR, 2006:7). The number of people employed by the tourism industry has a bearing on the revenue earned by Livingstone City Council. As established in the previous section, personal levy collected was much more reliable from individuals working in the formal sector than in the informal sector. In this regard, the more people the tourism industry employed, the higher the collections in form of personal levy.

Low levels of tourists visiting Zambia was attributed to, among others, low development level of the infrastructure supporting the industry, as it was still in its infancy compared to its competitors in the region, low levels of marketing of the industry and concentration of a few attraction resources such as the Victoria Falls and game viewing, (World Bank, 2011:2). By its nature the Victoria falls, the second most tourist attraction resource require a short stay and the most tourist attraction resource which is game viewing in national parks was seasonal, as it was limited to the dry season the period from May to October, (World Bank, 2011:2).

Considering that the Victoria Falls and game viewing were the major tourists attractions in Livingstone District, it can be concluded that the nature of visits to these sites do not guarantee extensive expenditure which triggers the growth of the industry. Tourist attractions such as village visits and camping instigate longer stay, increased expenditure amongst tourists and have much more benefits to the industry
which could benefit the accommodation providers gaining more from lodging and the transport industry which might earn higher income from the tourists spending due to longer stay with tourists. Nevertheless, the study revealed that village camping which instigated longer stay was unpopular in Livingstone, as it appeared to be a foreign phenomenon.

According to the Ministry of Tourism Energy and Water Development, there were 56 handicraft traders in Livingstone District in 2005. This comprised of 1 large formal trader, 7 formal curio shops and 48 small traders, (MTENR, 2006:23). The small traders visited by the researcher between June to December, 2012 mostly operated in the main curio markets, one located in the Central Business District at Mukuni Park at the corner of Lusaka and Airport Roads and the other located adjacent to the Victoria falls. The markets display some of Africa’s finest artistic crafts. Clearly, the Council collected significant amounts of finances from the two curio markets, for instance, Mukuni Park had 60 stalls and collected K120,000.00 per month. This translated to an average annual revenue of K7,200,000.00. The market’s major clients were mainly tourists, suggesting that the industry thrived mainly on the tourism sector. In addition, the Council collected a levy from people who traded in curio known as curio permit. There were other levies slapped by the Council on institutions and industries that emerged to service the tourism industry. These included tourism associations and Safaris and Travel Agents, among others.

Information from the Patents and Companies Registration Agency (PACRA) showed a total of 309 Safaris and Travel Agents registered in Livingstone alone as at 31 December, 2012. The study revealed that a collective total of 106 Hotels, Motels, Lodges and Guest Houses were registered in Livingstone District in 2012, (PACRA, 2012). A large number of these businesses in the hospitality industry were largely a result of the tourism industry in the District. In addition, Livingstone was one of the Cities with a booming Taxi transport business. The booming Taxi transport business mainly thrived on the existing tourism industry. As shown in the earlier unit, Taxi levy earned the Council a considerable amount of revenue. It was, therefore, clear that the tourism sector significantly benefited Livingstone City Council in terms of revenue. The benefits the sector presented were both in the formal and informal sectors. Although the benefits accrued were indirect, they had significant impact on the finances of the Council.
Visibly, Livingstone City had a significant number of lodges, Guest Houses and Hotels compared to other towns of its magnitude in the Country. This was unarguably attributed to the tourism industry. The Lodges, Guest Houses and Hotels dotted in the city had significantly increased the amount of revenue which the Council generated through various levies such as health levy, fire licences and trade licences, among others. Nevertheless the study established that the Council did not sufficiently exploit opportunities which the tourism industry presented. Further details on the subject had been furnished in section 3.5.

3.5 Impediments in the Mobilisation of Revenue

The researcher investigated the possible impediments in revenue collection at Livingstone City Council. The purpose of the survey was to establish if the Council had obstacles that impinged the normal operations of mobilising revenue from the various avenues. To determine the possible existence of impediments, the study investigated a number of elements such as obstacles in the tourism sector, apathy in terms of payment of selected mandatory levies which included personal levy and property rates. In addition, the study analysed the levels of fraud among officers responsible for collecting revenue. It further determined if the Council was fully exploiting the potential avenues for income within its locality. Further, the study determined the influence emanating from the political environment and established if it was an obstacle to the proper mobilisation of resources at the Council.

Despite a significant growth recorded in the tourism industry over the last decade, the study revealed some impediments to the Council in the collection of revenue from the sector. The study revealed that a considerable number of Motels, Lodges and Guest Houses in Livingstone City were not paying relevant levies to the Council, depriving it of the much needed financial resource. The study revealed that most of the Lodges, Motels and Guest Houses were still registered as residential plots and were, therefore, evading the payment of relevant licence fees and rates at commercial rate. Mr. Nelson Sakala, a senior management official from the Department of Finance at Livingstone City Council, interviewed on 13 June 2012, at Civic Centre indicated that the Council was aware of the prevailing situation. He, however, stated that the Council had insufficient capacity to undertake credible inspections that can root out the culprits. He indicated that the number of tax evaders were numerous compared to council staff responsible for carrying out inspections.
The study further revealed that some Hotels, Motels and Guest Houses were not paying mandatory levies to the Council such as rates as a result of insufficient information on the value of the property. Mr. Sakala from the Finance Department revealed that some institutions had not been evaluated by the Government Evaluation Department to establish the amount of rates they were expected to remit to the Council. The official gave an example of Protea Hotel in Livingstone, as one of the institutions that had not been evaluated as at June, 2012 and hence could not be subjected to paying rates as it would be illegal to make any claims since rates were based on a percentage of the total value of the property. It was revealed that most of the guest houses and lodges were in the same predicament, as the Council could not impose a charge in the absence of a legally binding evaluation report.

The Government Evaluation Department was visited to ascertain the cause for lack of evaluation reports for most property in Livingstone District. The study revealed that it was the duty of the Council to invite the Department for any property it needed to be evaluated. The study gathered that the department evaluated property at a fee and the Council indicated as having financial problems to accommodate the costs involved to enable the property evaluators assess the many Guest Houses, Lodges and Motels in its locality. Nevertheless, much as the initial capital to assess the value of Hotels, Guest Houses and Motels appeared huge, the subsequent benefits from the exercise would have had positive long lasting effects in that it would have rewarded the Council by significantly raising its revenue.

Information collected from the Accounts unit on the number of Hotels, Guest Houses and Motels in Livingstone District which were complying with the Council by paying mandatory fees revealed a discrepancy from information collected from PACRA. As at 31 December 2012, whereas the Council had in its database a total number of 62 institutions that offered lodging facilities, PACRA provided a list of 106 active institutions registered in its database, (PACRA, 2012). The above information confirmed the level of tax evasion among the institutions in Livingstone and the potential revenue loss in respect of the Council.

The study further gathered that the hospitality industry in the district was subjected to minimal taxes compared to what other districts charged as an incentive to encourage investment and the growth of the industry. This was regarded as having
a negative effect to revenue collection by the majority of Council officials interviewed.

In addition to revenue loss from the tourism sector, apathy from residents and business houses represented significant levels of revenue loss to the Council. Results of the study in section 3.2, 3.3 and 3.4 showed that the revenue mobilised by the Council was insufficient to meet the cost of providing efficient and effective services to its community. Additionally, section 3.2 showed high levels of apathy in paying the mandatory levies to the Council. Apathy was particularly rampant with respect to the payment of personal levy and rates. For instance, the population of Livingstone District was about 139,509 in the 2010 population census. The 2010 Census showed that Livingstone had a total of 72,772 eligible voters, (CSO, 2010). Ordinarily, the majority of eligible voters make up the category of individuals in the cluster eligible for paying personal levy. Considering that the Zambian population is predominantly youthful, notwithstanding the exempted individuals particularly the aged who were not earning an income, the amount estimated in the 2012 budget estimates for personal levy fall much below the potential for the given population. The above revelation confirmed low levels of payment of personal levy to the Council. In this regard, the study concluded that there was great potential of revenue in form of personal levy which was forgone as a result of apathy.

Further, the study revealed that there were about 6,400 housing units in Livingstone District. The expected revenue from rates in the 2012 budget was estimated at K7,779,426,476.00. Considering the number of housing units and the subsequent range of commercial property in Livingstone District, the estimated annual income from the rates fall below the expected revenue in the District. The study concluded that there were low levels of revenue from rates in relation to the potential that existed. There was high level of apathy in the payment of rates as was the case with personal levy. In this regard, a further study was conducted to establish the existence and causes of apathy in the payment of other mandatory levies such as market, bus and taxi levies.

To undertake this, a total of 210 Livingstone respondents, particularly public transport operators and Market Traders, were asked to state what they thought were the major causes of apathy or tax evasion among their colleagues in the two sectors. On the next page, is a Bar Chart showing a graphical presentation of results from the
study conducted. The X-axis shows reasons advanced by the respondents, while the Y-axis shows the count, that is, number of responses given by various respondents.

**CHART 3.5.1, MAJOR CAUSE OF APARThY IN PAYING LEVIES TO LIVINGSTONE CITY COUNCIL**

The above study sought to establish the extent and the major cause of apathy or lack of compliance by public transport operators and Market Traders in remitting the mandatory levies being taxi levy and market levy to the Council. The two categories of respondents confirmed that a significant number of their colleagues did not pay the fees to the Council. They were, therefore, requested to indicate only one major cause among others as the possible reason for apathy in paying Council levies. It suffices to mention that the possible responses were not the researchers own assumption but a collection of responses which were frequently provided during the pretesting of the questionnaire which had a similar open ended questions.

Chat 3.5.1 shows that of the 210 respondents, 25.7% indicated that cumbersome procedures encountered in paying levies were the major cause for apathy. The majority of the respondents at 51.0% indicated that poor services provided by the Council caused apathy in paying the levies to the Council, while 18.6% cited poor income from business as the cause. An additional 1.4% cited other
reasons while 3.3% indicated that they did not know why their colleagues evaded the payment of tax to the Council.

The results of the study indicate that the reason for not paying levies to the Council were not emanating from the natural environment but mainly caused by the Council itself. Only 18.6% of the causes which pointed to poor income from trade were attributed to the environmental factors other than the Council, while the remaining 74.8% representing cumbersome procedures and poor services which were both attributed to the Council. A few respondents, accounting for 1.4%, cited other reasons such as dishonesty among the traders as the cause of tax evasion. The results showed that Livingstone City Council had a significant role to play if it was to improve the collection of income around its vicinity. The onus was on the Council to address the impediments cited by traders, if it was to improve its revenue. The findings showed that the traders were ready to pay, as long as the Council addressed its shortfalls which included the procedures which were tagged as cumbersome and the improvement of the trading environments.

Several Drivers of public transport who operated at the taxi rank in the town centre bemoaned lack of sanitary facilities. The Taxi Drivers indicated that the lack of sanitary facilities was costly for them, as they drove to a distant place to access the sanitary services losing out on clients, thereby seeing no need to pay fees to the Council. In addition, Market Traders had given additional reasons as the cause of tax evasion among their colleagues. Most Market Traders indicated that sanitation in market areas was poor. The study revealed that toilets were in poor condition. In this regard, most traders opted to go to residential houses in the neighborhood, which charged them between K1,000 to K2,500 for using their facilities. For instance, the study revealed that Batoka Market which was located south of Zambia Youth Township only had one toilet used by both genders. It was further revealed that the market had for a long time been operating without a toilet and one of the Market Traders used her initiative and erected a toilet using her own resources, thereby charging for its use. The market traders indicated that with a meager income earned from sales, it was costly for them to divert part of the income to the neighbouring housing units to access the toilet facilities, hence felt that the Council did not deserve to levy them since they operated under a poor sanitary environment.

In addition, the study revealed that Market Management Centres, that is, East and West, had no transport of their own, to rid the garbage that accumulated in
markets. The Centres depended on the vehicles from the Department of Public Health. Officials from both centres indicated that the collection of Garbage from the markets was one of the biggest problems they faced, as the Council had no capacity due to inadequate vehicles. The Council workers removed the garbage and dumped it in temporary sites outside the markets. It, however, took time for the department of Public Health to collect garbage. In view of this, market traders contributed a fee to hire private individuals to remove garbage. The traders, therefore, felt the urge to evade tax payment to the Council as it failed to provide the service.

Arising from the above findings, it can be concluded that the poor environment in which both Public Transport Operators and Market Traders operated made them incur additional costs which negatively affected their desire to pay relevant levies to the Council. This lowered the level of compliance to pay levies to the Council. In this regard it would be prudent for the Council to address the concerns of the traders if it was to improve the revenue collected. It is possible that the factor investigated in the study not only affected Public Transport Operators and Market Traders but many potential tax payers.

Another feature that was used to establish the possible impediments in the mobilisation of resources by Livingstone City Council was fraud at the point of collection. Respondents who directly paid levies to the Council, particularly Market Traders and Public Transport Operators, were interviewed. On the next page, is a Bar Chart showing the graphical presentation of the results obtained in the study. The X-axis show ratings advanced by respondents while the Y-axis show the number of responses advanced.
CHART 3.5.2, RATING OF THE LEVELS OF FRAUD BY OFFICIALS AT COLLECTION POINT

The above results were from 210 responses from Public Transport Operators and Market Traders who were requested to rate the levels of fraud if it existed among Council Officials at the point of collection. The above chat shows that of the 210 respondents 17.1% indicated that the levels of fraud by Council Officials at the collection points were ‘high’, 41.9% indicated that the levels of fraud were ‘moderate’ while 31.4% indicated that the levels of the vice were ‘low’. An additional 4.3% indicated that there was no fraud by Council Officials at the point of collection, while 5.2% indicated that they did not know if fraud existed at all.

The above study among bus operators and market traders revealed that levels of fraud among council officials were moderate, contrary to the popular opinion among the various publics which perceived officials at the Council as highly involved in corrupt activities. Findings of the study revealed that levels of fraud were modest among council officials, particularly at the point of collection of levies. Nevertheless although the majority of the respondents rated the levels of fraud by Livingstone City Council officials as modest, it unarguably contributed to the revenue loss.
To gather further information on the matter, a follow-up survey was conducted among the respondents who indicated that there was a manifest of fraud, particularly at the point of collection of levies. Most respondents indicated that fraudulent activities occurred, although they were perpetrated by a few corrupt officials. A Taxi Driver indicated that in instances where the pay points were crowded his colleagues bribed officials in an attempt to be served quicker. Although the act did not amount to siphoning council resources, corrupt activities bred inefficiency, as revenue collectors deliberately instigated an environment of long queues to solicit for bribes. Long queues were a menace, as payers were discouraged to wait for long hours and some left without paying. This translated into revenue loss.

Most Taxi Drivers interviewed appeared to have detailed information on how fraud happened in liaison with Council Officials. Nevertheless the Drivers were hesitant to confess of having been involved in the acts. It was however concluded that although fraudulent schemes were done by a few corrupt officials at the Council with selected individuals, Livingstone City Council lost significant amount of revenue through the schemes. It was, therefore, incumbent upon management of the council to tighten the controls and ensure that they sealed off all possible leakages of income to a few corrupt officials.

A number of Market Traders were not keen to reveal corrupt acts that happen in the market places and some made appointments to meet the researcher at safer places where they were willing to give more information. Some Traders indicated that the Market Levy Collectors engaged in some form of relationships with the market traders and were, therefore, exempted from paying levies to the Council. These incidences of sexual bribery appeared common among the market traders and levy collectors as it was reported in 5 out of the 12 markets visited.

Some market traders indicated that colleagues often sneaked from the stands to avoid paying levies and returned when the levy collectors proceeded to other stands. The Levy collectors were, however, in the habit of recording the stand number, making several rounds just to ensure that all levies were collected. The findings reviewed that most levy collectors were very strict and hard on the Market Traders, making it difficult to evade unless with agreed consent. The above findings were consistent with what Sekiziyiyivu R, (2009:39) noted in Makindye Division, as he stated that, “In some cases, the taxpayer would not be registered in the tax
registers, but privately paid a lower amount to tax collectors and not to the council treasury. All these, however, were a result of a weak system”.

It was further reported that although some of the levy collectors appeared strict to the market traders, they had hidden ways in which they defrauded the Council. The researcher heard that some officials used fake receipts and it was difficult to establish the authenticity of a receipt issued, as that was not the business of the market traders, one trader stated. Traders in various markets visited, confirmed the existence and use of fake receipts by levy collectors. An official from the Department of Finance at Livingstone City Council, neither confirmed nor denied the existence of the vice, but indicated that the levy collectors were frequently rotated in various market centres to avoid familiarisation with the clients. He confirmed that revenue tended to decline drastically to as low as half, overtime, when the same officials stay at the same market for a longer period.

The study revealed that revenue collectors were at salary scale LGSS/16, while the Centre Manager was at the scale LGSS/07. East Management Centre had 12 revenue collectors. Of the 12, only 3 were on pensionable basis and the other 9 were casual workers, mostly adopted from former cooperative markets. The study revealed that casual workers were paid as low as K300,000.00 to K365,000.00 per month. As at 31 May, 2012 the East management Centre had 18 permanent workers and 27 casual workers who assisted in the day to day operations of markets within its mandate, including revenue collection. Arising from the above, it was clear that salaries awarded to officers expected to collect revenue were low in relation to the basic needs basket for the family of five as at June, 2012 which stood at K3,395,660.00, (JCTR, June 2012). In addition most of the revenue collectors were employed on casual basis. Low salaries and casualisation offered little or no security to revenue collectors, hence the involvement in various vices that earned them extra income. Ajayi O, (2011:11) observed on the issue of low salaries in the local authorities as quoted below:

The issue of low pay is strongly linked to corruption and lack of individual and organisational discipline. This leads local government employees to resort to all sorts of unethical practices in order to make ends meet. This is an endemic problem, especially as some particular pockets of the administration are seen as to die for money-making zones. Weaning employees off these unethical practices and bribery will be
impossible without pay reform and improvements; and by fostering the principles and practices of individual and collective social responsibility and accountability.

To consolidate the findings in respect of the rating of fraud at the point of collection, a similar study was undertaken on residents of Livingstone from nine townships, three each from a Low density, Medium Density and High Density areas, to establish the possible impediments in the mobilization of resources by Livingstone City Council. Below is a Pie Chart showing the graphical presentation of results of the study.

**CHART 3.5.3, RATING OF THE LEVELS OF FRAUD BY LIVINGSTONE CITY COUNCIL OFFICIALS AT POINT OF COLLECTION**

![Pie Chart](image)

*Source: Formulated by the Author, (Field Survey 2012).*

The above chat, shows the frequency of 246 responses from Livingstone residents, who were requested to rate the levels of fraud, if it existed among Council Officials at the point of collection based on the resident’s encounter or what they had witnessed in the past. Of the 246 respondents, a majority, accounting for 49.6% indicated that the levels of fraud by Council Officials at the collection points were ‘high’, 20.3% indicated that the levels were ‘moderate’, while 8.9% indicated that the levels of fraud were ‘low’. An additional 2.0% indicated that there was no fraud
by Council Officials at the point of collection, while 19.1% indicated that they did not know if fraud existed or not.

Contrary to the findings of a similar study conducted on Market Traders and Public Transport Operators, in which the majority of respondents, at 41.9%, rated the levels of fraud by council officials at the collection point as ‘moderate’, in the above survey, majority of respondents, at 49.6%, rated the levels of fraud by council officials at the collection point as ‘high’. This was consistent with public opinion, which suggested that officials in local authorities were highly involved in fraudulent activities. Findings of the study revealed that levels of fraud were high among council officials particularly at the point of collection of levies.

Nevertheless, differences in the findings, on one hand, the residents of Livingstone District, and on the other hand, the Market Traders and Public Transport Operators were likely due to the fact that officials in the latter category were not comfortable to discuss the subject as significant number of them were equally involved in the schemes. This was evident from the anxiety, fear and unwillingness they showed when discussing the topic. It was, however, clear that substantial amount of revenue, which could have been allocated to the Council’s programmes, was being lost on a daily basis. However, the computation of revenue loss to determine the gravity of the problem by evaluating the actual estimate of the loss was beyond the scope of this study.

Considering the information gathered during the study, it can be concluded that fraud at the point of collection of levies existed and accounted for significant amount of revenue loss to the Council. This constituted a weakness in the revenue collection system and needed serious interventions by management, if it was to be redressed. Changes in the method of payment can to a greater extent eliminate some of these fraudulent activities by council officials.

The researcher further investigated the impediments in the mobilisation of resources with respect to the ability for Livingstone City Council to mobilise resources from existing avenues in its jurisdiction. Respondents, particularly transport operators and market traders, were requested to rate the Councils exploitation of avenues, as a factor contributing to the observed financial problems. Potential avenues, included bus and taxi levies, levies and other charges from lodges and guest houses, Grocery shops, butcheries, pharmacies, saloons, drug stores and
liquor shops, as well as, cesspit emptying and garbage collection. The findings of the study are presented in the table below:

**TABLE 3.5.1, RATING OF NONE EXPLOITATION OF POTENTIAL AVENUES**

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
<th>Cumulative Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>High</td>
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<td>82.4</td>
<td>82.4</td>
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<tr>
<td>Moderate</td>
<td>25</td>
<td>11.9</td>
<td>94.3</td>
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<tr>
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<td>97.1</td>
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<td>6</td>
<td>2.9</td>
<td>100.0</td>
</tr>
<tr>
<td>Total</td>
<td>210</td>
<td>100.0</td>
<td></td>
</tr>
</tbody>
</table>

*Source: Formulated by the Author, (Field Survey 2012).*

The above table, show a total of 210 respondents who were asked to rate the none exploitation of potential revenue avenues by Livingstone City Council as one of the major causes of financial problems it was experiencing on the scale ranging from high to low. The rating of ‘high’ suggested that there were high incidences of avenues that were not exploited by the Council, while the rating of ‘moderate’ indicated that the incidences of unexploited avenues were ‘moderate’ or ‘fair’, while the rating of ‘low’ indicated that, there were few incidences of avenues, that were not exploited by Livingstone City Council.

The non exploitation of potential revenue sources was rated as ‘high’ by 82.4% of the respondents, while 11.9% of the respondents rated the problem as moderate. An additional 2.9% rated the problem as low, while 2.9% of the respondents indicated that they did not know anything about it and could, therefore not rate.

Similar to the previous survey, respondents were asked to rate based on avenues for revenue which included bus and taxi operators, lodges and guest houses, grocery shops, butcheries, pharmacies, saloons, drug stores and liquor shops, as well as, cesspit emptying and garbage collection. The results established that Livingstone City Council was not doing enough to reach out to other potential revenue avenues existing in its locality. Respondents cited a number of potential revenue avenues within their set up which operated without paying relevant levies to the Council. For instance, a significant number of Taxi Drivers indicated that, due to lack of regular
inspections by council officials, most unregistered taxis were operating as Public Transport Operators on commercial basis.

The researcher observed that for every registered taxi, there was another unregistered taxi operating illegally. It was, therefore, estimated that the Council was losing income almost equal to what was being generated annually, in form of taxi levy. In addition, the study revealed that illegal taxi operators charged lower fares and were therefore preferred by the public. The study revealed that as a result of the existing high levels of tax evasion among taxi operators, there was high temptation for registered taxis to change the vehicle status to private, to join the illegal operators. Illegal operators did not pay the operating levies, which registered transporters paid. One of the Taxi Drivers confirmed the scheme as quoted below:

Since the Council is doing nothing to avert illegal taxi operators most of my colleagues have since repainted their taxis and changed them to private. You will be shocked if you see the difference in revenue they make now compared to then. If I had an option, I could have long changed but the vehicle is not mine and the boss refused to change when I sold the idea to him. (Mr. Andrew Zulu, Interviewed at the Livingstone Post Office on 15 September, 2012).

From the above testimony and many others, the scheme presents a weakness in the revenue system in this area. Inadequate inspections, resulted to most of the taxi operators deregistering their taxis, in order to operate un-noticed, which enabled them, evade the taxi levy.

The study further revealed that, the Council was not charging parking fees, which could have been a potential source of revenue. Respondents indicated that there were increasing numbers of vehicles in the City and in the absence of parking levy, most of the people cared less and parked irresponsibly. Much as parking levy was viewed as punitive to ensure sanity in the central business district, the activity was a legally binding income generating venture.

As indicated in the previous sections, the study revealed that Livingstone City Council’s inability to exploit potential sources of revenue was hampered by limitation in its capacity. The Council failed to collect revenue from many potential sources including avenues considered as traditional sources, which were easy targets. These included collection of rates and other levies from institutions such as Hotels, Guest Houses and Motels, taxi levies from public transporters operating on commercial basis and parking levy.
The study revealed that, failure to effectively mobilise revenue by the Council was largely attributed to lack of capacity. Capacity was in terms of human resources and physical resources, that is, council staff to move around the City and vehicles to enable the workers make reasonable movements around the city. The Director, Public Health, interviewed on 19 November 2012, at the Civic Centre, indicated that he was using his personal vehicle to undertake a number of assignments for the Council. He stated that this was done out of passion as he was not provided with fuel to undertake assignments for the Council.

All departmental heads, at Livingstone City Council, confirmed the seriousness of the lack of vehicles at the institution. It was revealed that a few vehicles in selected departments were often grounded, as the Council had inadequate financial resources to procure fuel. The researcher confirmed the seriousness of the matter as it was revealed that even the Mayor, had transport problems. The Head of the Council was barely using an old Toyota Chaser, which was not conducive for the kind of work he undertook, such as, touring the City considering the quality of roads and the terrain in the District.

Another factor that was investigated, to determine the impediments in the mobilisation of revenue at Livingstone City Council, was the determination of the existence of groups other than the Council that could have been involved in collecting revenue from the clients of the Council. In this respect, respondents were drawn from Public Transport Operators and Market Traders to verify the existence of groups other than the Council, which were collecting revenue from them. On the next page, is a Bar Chart showing the graphical presentation of the results obtained in the study. The X-axis, show the responses advanced by respondents as to whether they pay levies other than to the council or not, while the Y-axis, show the number of responses advanced.
The above, is a chat showing the frequency of 210 respondents who were asked to state if there were groups or institutions other than the Council, which collected revenue from them.

A majority of respondents amounting to 89.5% indicated that, there were established groups which collected funds from market traders, bus and taxi operators. The remaining 10.5% indicated that there were no existing groups, which collected revenue from them other than the Council.

A follow up to the above investigation, which gathered data using the interview guide, revealed that groups that existed included market local associations, such as, Social Market Committees that were collecting fees from the traders to assists them mitigate some of the social problems, such as, illness or family bereavement. Payments of levies to such committees varied from market to market as some paid on a weekly basis while others paid on monthly basis. Fees paid ranged from K5,000 to K20,000 per week. A pocket of respondents, who indicated that there were no groups or individuals that existed; to whom they paid levies other than the Council were possibly those who did not join existing committees.
On the other hand, Taxi Operators confirmed the existence of a pocket of call boys at some of the operating stations, who demanded some payments, for assisting in calling customers. The study, however, revealed that the scourge was not prevalent.

Generally, the existence of associations or groups, which levied the traders or other council clients, could pose as a danger to the Council’s pool of revenue, as confessed by one Taxi Driver. The Driver indicated that, it was the duty of the Council to protect them from the call boys, who demanded for money from them, as they ended up giving such groups instead of paying to the Council. He indicated that such groups threatened to deflate the tires of the vehicles, if not given what they demanded, (Mr. Andrew Zulu, Interviewed at Livingstone Post Office, taxi rank, on 15th September, 2012.

To establish the prevalence of the scourge discussed above, especially where the levies paid were not remitted to the levy collectors at will but imposed on the payers, another factor was investigated from among the same category of people. Below, is a Bar Chart showing the graphical presentation of the results obtained in the study. The X-axis shows the responses advanced by respondents, as to, whether the levies paid to other institutions other than the Council, were imposed on them or not, while the Y-axis show the number of responses advanced.

**CHART 3.5.5 IMPOSITION OF LEVIES PAID TO OTHER INSTITUTIONS**

![Bar Chart](chart.png)

*Source: Formulated by the Author, (Field Survey 2012).*
On the previous page, is a chat showing the frequency of 210 respondents, who were asked to state if the other fees paid to institutions other than the council, were either imposed on them, or they willingly paid. Of the 210 respondents, 78.1% indicated that the fees paid to other institutions, were imposed on them while 11.4% indicated that the fees paid were not imposed on them. An additional 10.5% of respondents were not applicable, as they indicated that did not pay any levy to other institutions or individuals other than the Council.

A majority of the respondents stated that, they were not willing to pay levies to various groups that existed but forced to do so, due to circumstances. The study revealed that other than the market committees, in the case of market traders, and call boys, in the case of taxi drivers, market traders paid other levies to people who cleaned their surroundings and disposing of the litter, which they generated. The payments were made on either daily or weekly basis, depending on the individuals doing the task. Nevertheless, some markets were better organised than others. Whereas, fees were paid to maintain the surrounding of the markets in some trading areas, other market traders indicated that hired officials were cleaning the surrounding on a daily basis, while the Market Traders role was only limited to hiring individuals to dispose the litter generated, when the Council hired cleaners knock off.

It was further established that market traders paid levies to meet the cost of wages for security personnel to man the market. The traders indicated that, despite the existence of council security personnel, theft was rampant; hence they were prompted to introduce a fee to meet the wages for additional security personnel to supplement the Council security.

The study revealed that, there were low levels of cadres in market places in Livingstone District. This was contrary to the popular opinion suggesting that, party cadres tended to terrorise market traders by forcing them to pay fees for their own benefits. The revelation of minimal levels of political interference was confirmed through a survey conducted which sought to establish the level of politics in the environment were market traders and public transport operators operated. On the next page, is a Bar Chart, showing the graphical presentation of the results obtained from the study. The X-axis, show ratings advanced by respondents, while the Y-axis, show the number of responses advanced.
Above, is a chat showing the frequency of 210 respondents, who were asked to indicate the level of political interference in the places where they operated. The effect of politics to the business in the environment in which the respondents operated was rated as ‘high’ by 9.0% of the respondents, while 51.4% indicated that the effect was moderate, and 28.6% indicated that the effect was low. In addition, 6.7% of respondents indicated that politics in the environment they operated, never affected their operations at all. A further 4.3% indicated that they did not know the levels of influence or effects politics had on their operations.

As shown in the above table, political interference on the operations of the two categories of businesses was moderate. Ideally, these categories of traders and operators, experienced high levels of political interference from party cadres as evidenced from other cities like Lusaka. However, Livingstone had a different scenario, which deviated from the common occurrences in other cosmopolitan cities.

As discussed in unit 3.3, the East and West Management Centres that managed the affairs of the markets in Livingstone, ensured that political activities were not allowed in market areas. This made most markets in Livingstone political free zones and no political party cadres were allowed to collect levies from the markets. The study revealed that it was authority vested in the East and West
Management Centres that eliminated the existence of party politics in markets. This was an excellent initiative and possibly saved market traders from paying unnecessary levies to the cadres, as was the case in other cities such as Lusaka.

The study established that despite the moderate levels of party politics in the trading areas, additional levies imposed on Market Traders and Public Transport Operators by other existing groups, such as, local social market associations and call boys, translated into significant amounts paid over a period of time thereby constraining the traders and operators. This had potential to lower the Council’s revenue as traders and operators were more likely to circum to pressure from cadres who were more aggressive than to pay mandatory levies to Council officials. The scourge, even though it was at minimal level, was an impediment in the Council’s revenue collection system. The practice, had potential to grow to serious levels, if not resolved as Livingstone was fast growing with most of its immigrants coming from cities, such as, Lusaka, Kitwe and Ndola where the practice was rampant.

In addition, the study analysed the effect of political interference on management within the Council operations. Political interference was analysed with respect to the ability on the Livingstone City Council, to mobilise resources. To get the responses, several senior officials at Livingstone City Council were interviewed. This included 5 Councillors and 12 senior officials from the Department of Finance, Department of Public Health and Social Services, Department of Town Planning, Legal Department, Department of Engineering and Administration Department.

The findings of the study established that the Council was marred with unnecessary political wrangles that tended to hold back the implementation of programmes. Councillors from the ruling party accused their colleagues from the opposition, of restraining the implementation of important programmes recommended even when such proposals were meant to benefit the Council and the Community. This was retrogressive and hindered the Council from implementing projects that could have enhanced the Council’s revenue, stressed most Councillors. Ajayi O, (2011:15) stressed the need for willpower from the political leadership in order to enhance professionalism and service delivery, as quoted below:

To move forward with the professionalisation agenda, political leaders will have to take decisions that involve risks and political costs. There is no swapping of price tags. To obtain the collective will, they will need to work collaboratively to provide countries and decision makers with high
quality analysis; objective and reliable economic evidence and serious predictions with clearly thought-through scenarios for improvement. They will also need to know what has worked or not to date and the lessons that have been learnt so that they can compare their country’s performance and plan for change and improvements. Any measures to strengthen the professionalisation of local government requires political will and a socially and politically responsible leadership (as the quote goes, “the fish rots from the head”). This powerful combination of political will and leadership, if achieved, will overcome resistance, build grassroots advocacy for change and start to address the habits and behaviours of civil servants in local government.

Conversely, some Councillors from the opposition party indicated that they were not being recognised as partners in development. Most Councillors from the opposition parties indicated that the Councillors from the ruling party had a tendency to consult their political party organs from the centre, as to the projects to implement. Most of the proposed projects tabled by Councillors from the ruling party were therefore based of ideas emanating from the central party organs, aimed at advancing their political agenda without considering the needs of Livingstone residents, stressed, one Counsellor from the opposition party. In addition there was a tendency to propose the implementation of programmes in wards which were manned by the ruling party. This was the major born of contention in the Council chambers, contended, most Councillors from the opposition parties.

The study gathered that Livingstone City Council had for sometime been planning to introduce parking levy in designated places of the city, to help control the parking of traffic as well as generate revenue for the Council, in the light of a growing number of vehicles in the District against limited parking slots. The study revealed that the implementation of the venture kept dragging, as some Councillors, especially from the ruling party feared that parking levy could make them unpopular and jeopardise their chance of being re-elected in the next elections. The project, if well managed could have instilled sanity with regards to parking of vehicles in the city, as well as, enhance the amount of revenue collected by the Council.

The study revealed that there was mistrust among the Councillors from varying political parties and were engaged in unnecessary squabbles due to lack of common purpose and differences in the political ideologies. It can, therefore, be concluded that the political environment negatively affected the ability of
Livingstone City Council to mobilise and efficiently manage its resources. Interference in internal matters and regular in-fighting among the Councillors, were among other factors that led to the dissolution of the Council in 2010 and 2012. The Lusaka Times of February, 2010 was quoted as indicated below:

Local Government and Housing Minister, Eustarkio Kazonga has with immediate effect suspended the Livingstone City Council and appointed a Local Government Administrator to discharge the functions of the Council. He said at a Press briefing in Lusaka yesterday that he had suspended the local authority because of the internal squabbles among the Councillors and officers, particularly the office of the Mayor and Town Clerk, which have brought unwarranted embarrassment. Dr Kazonga said that, Livingstone Council had in the last few months been embroiled in many disturbing matters that had put the Council and the Ministry in disrepute, and that the situation should not be allowed to continue. Therefore, to save the dignity of the Council and the local government system, “I have taken measures as provided for in the Local Government Act Cap 281 of the Laws of Zambia (LAZ), Section 88 (1) to suspend the Council”, said Dr. Kazonga.

In addition to the above, the online publication posted in July 2013, from the Ministry of Local Government and Housing website, was quoted as indicated below:

Local Government and Housing Minister Emerine Kabanshi MP lifted the suspension of the Livingstone City Council on 19 July 2013. The suspension of the City Council was imposed on them on an account of failure by councillors of that Council to adhere to the rules and regulations governing the management of Local Authorities as stipulated in the Local Government Act Chapter 281 of the Laws of Zambia. The suspension of the Livingstone Council became essential because the councillors consistently meddled in the management of the Council, involvement in everyday management of the Council culminated in disregarding the rules governing the conduct of special Council meetings and meddling in matters relating to staff discipline, a preserve of the Local Government Service Commission.

The above publications, quoting two different Honourable Ministers of Local Government, confirmed the extent of political interference at Livingstone City Council, which posed as a major impediment in the Councils quest to effectively mobilise and manage its resources. In this regard, the study concluded that, the
ability for the Council to mobilise resources was negatively affected as it suffered a significant setback, due to political interference. This was consistent with the findings of Momba, J.C, (opcit) in his study in Chongwe and Lusaka Districts. Momba (ibid), observed that political interference in local authorities compromised the Councils initiative and democratic tendencies.

It was evident that the political environment, both internal and external, had a considerable influence on the operation of the Council, which further affected the flow of finances. Despite the absence of statistical data to back the claim, it was highly probable that the Council suffered a setback in view of the political environment, existing in the district. The study revealed that well meaning projects that could have improved the financial base of the Council could not be implemented, as the Councillors failed to agree, for fear of jeopardising their political career.

In conclusion, the study revealed that much of the revenue at Livingstone City Council was mobilised from traditional sources which included: levies, licences, rates, charges and grants from the Central Government. In addition, the study revealed that on average, for the period 2002 to 2012, the revenue generated was below 70% of the expected budget provisions. As such, the Council was not able to meet much of its budgetary requirements. Further, Livingstone City Council accrued significant benefits from the tourism industry and its supporting sectors, which expanded the revenue base of the Council. However, the benefits were not sufficient to make a significant impact on the Councils revenue base, as the industry was still in its infancy, due to inadequate infrastructure and overseas marketing, low levels of infrastructure development for tourism and the Councils own limitations. The study revealed the existence of several impediments in the mobilisation of resources which, among others, included: some firms which operated without paying taxes, as Livingstone City Council was using the old billing register of 2005 valuations, some revenue collectors who connived with traders, to pay less than the official levies, which were not receipted and political interference in administrative affairs by the Councilors.

This chapter described the findings on resource mobilisation in Livingstone District, the nature and extent, as well as, the existing impediments or restraints to the mobilisation of resources. The next chapter discuss the management of resources.
which were being mobilised by Livingstone City Council and the factors that restrained Livingstone City Council from effectively managing its resources.
CHAPTER FOUR

4.0 MANAGEMENT OF RESOURCES AT LIVINGSTONE CITY COUNCIL AND RESTRAINTS/ IMPEDEMENTS

4.1 Introduction
The previous chapter established the nature and extent of resources mobilised at Livingstone City Council and restraints/ impediments. The findings showed that resources mobilised, were insufficient and therefore, fall short of the Councils budgetary requirement. Consequently, this chapter endeavoured to establish how the management of resources was undertaken at Livingstone City Council. An institution can mobilise relevant resources but remain ineffective in its operation, if there were lapses in management, to effectively utilise the resources for service delivery. In this regard, effective management of resources is vital to warrant effective provision of service delivery, by local authorities. Effective management of resources requires accountability, transparency and efficiency, which assure quality and sustainability in the implementation of programmes in pursuit of service delivery.

In this chapter, the study determined the management of resources at Livingstone City Council. It further identified the factors that restrained Livingstone City Council, from effectively managing resources. The chapter is divided into three (3) sections, which includes introduction, resource management at Livingstone City Council, and impediments to the management of resources. Section 4.2 discussed how resources were managed at Livingstone City Council, in pursuit of service delivery. The section, gathered information from reports and from residents on how they rated the Council on management of resources. The final section, section 4.3, established the impediments in the management of resources at Livingstone City Council. The section presented, among others, results from residents of Livingstone District, including market traders and operators of public transport, with regard to their experience with council officials on management of resources by the Council.
4.2 Resource Management at Livingstone City Council

Effective management of resources is an important aspect in the operation of any given organisation. Effective resource management determine the success or failure of an institution. Maheshwari, (2004:34), defines management as, the art of getting things done through the people and with the people in formally organised groups. Lussier, (2009:166), defines management as the process of delegating and coordinating tasks and resources to achieve objectives. Lussier, concedes that without capable management, resources will remain underutilised and never become productive. He observed that management, is about being efficient and effective in setting priorities and using techniques to get more done in less time with better results, (Lussier, 2009:10). In addition, the Local Government Finance Manual indicates that, “the question of optimisation revolves around how the resources are used and benefits gained. The emphasis is on creating value for money, which implies ensuring that resources, such as manpower, materials and equipment, are mobilised, safeguarded, utilised and accounted for, to the stakeholders in the most economical, efficient and effective manner”, (FMLAZ, 2008:11).

This section, attempted to establish how resources were managed at Livingstone City Council and the limiting factors to the effective management of resources. The Council employees were interviewed and provided insights on a number of aspects observed at the Council, with respect to management of resources. In addition, literature, predominantly Financial Reports and partly Daily News Papers, were reviewed, to provide insights to the study. Stakeholders, including, market traders and transport operators, were further interviewed to provide their point of view, on the management of resources at Livingstone City Council.

Similar to other Councils in Zambia, Livingstone City Council was guided by established regulations with regards the management of resources. For instance, the Local Government Financial Manual provided guidance to all councils, on the management of resources in local authorities, in addition to the financial regulations which, was an extract from the Public Finance Act No. 15 of 2004. The Financial Regulations and the Local Government Financial Manual, stipulated how the Councils were expected to manage financial resources, provided ceilings of funds for approval, budgetary processes, matters of audit, management of income and expenditure, among others.
In addition, the Public Procurement Act No. 12 of 2008, provide guidance to Government institutions and local authorities on the procurement processes, cycles and procedures. This ensured that the procurement of items in the Public Service, including local authorities, was managed judiciously and reflected value for money expended.

The study revealed that both senior and middle management staff at Livingstone City Council were aware of the relevant processes and procedures that governed the management of resources of the Council. Most senior staff interviewed expressed knowledge of the processes and procedures and the relevant documents which were used as guides in the management of financial resources. Most management staff equally showed considerable knowledge on the management of Human Resources and procedures, to be observed in areas such as Human Resource recruitment and placement, training and development, remuneration and reward and other entitlements of employees.

Despite the significant knowledge expressed by the Senior Council staff on the management of resources, the study established that the Council had been experiencing problems in the area of resource management. The next paragraphs show some of the elements that characterised Livingstone City Council, with regard the management of resources.

More than 80% of the employees interviewed, indicated that leadership and management lacked determination to equip the Council with relevant assets and modern technologies. Most employees indicated that various units and departments had often times expressed interest on the need to equip the Council with assets, such as, earth moving equipment, fire fighting engines, equipment for road construction and investing in ICT, such as, mobile payment systems, point of sale machines, e-payment and e-Billing systems, among others, which could enhance service delivery. Nevertheless, the ideas were shelved by management. The study revealed that most companies, which involve the payment of bills, such as, Zambia Electricity Supply Cooperation (ZESCO) and Southern Water and Sewerage Company (SWASCO) in Livingstone District, had taken advantage of the mobile technologies in receiving payments from their clients. This was convenient, as clients cleared bills in the convenience of their homes, without lining up in queues. In addition, mobile technology, as a system of billing and paying levies, could have eradicated the element of siphoning funds. Mobile technology could have further
supplemented staff shortage in the revenue section. This had potential to improve the revenue status of the Council.

The study revealed that Livingstone City Council was characterised with ineffective coordination of resources and planning of tasks, which negatively affected its performance. Most revenue collectors interviewed, indicated that they did not regularly liaise with supervisors, to make plans on how to proceed with revenue collection in the field. The revenue collectors further indicated that they were not consistently given targets on the amount of revenue expected to be collect on a daily basis. It was further revealed that supervisors rarely convened with the Revenue Collectors, to plan on the measures to be undertaken to enhance the collection of revenue. The findings were consistent with the revelation of UN-Habitat (2009:11), which noted the existence of high levels of ineffectiveness with regards to the collection of revenue; inadequate supervision of field staff, who were mandated to collect revenue for the Council; outdated accounting and billing systems and delay to pay workers salaries, which eroded the morale of workers including revenue collectors.

The study revealed that financial resources allocated to capital goods, were far less than what was directed towards recurrent expenditure in the budget at Livingstone City Council. The 2012 budget provisions showed that only 10% of the total expenditure was directed towards the procurement of assets including investment. Recurrent expenditure took precedence over investment in capital goods at Livingstone City Council. Nevertheless, it was investment in capital goods that was likely to enhance the financial base of Livingstone City Council as opposed to high levels of consumption, as was the case. Ideally, an organisation should have considerable amount of resources directed towards investment, which was not the case at Livingstone City Council. This was therefore, another element which reflected improper management of resources at Livingstone City Council.

The study showed that estimated annual revenue for hiring out a Front-end loader, a Grader, 2 Tipper trucks and a Tractor was pegged at K120,000,000.00. This showed the potential source of revenue the Council could generate, if it could invest more into similar equipment. The assets, not only assisted Livingstone City Council in fulfilling its mandate to its community, but had potential to generate revenue, when leased to its clientele. It would therefore, had been prudent to forego some of the unnecessary costs channelled to administrative activities, to procure
essential capital assets, which could have generated revenue for the Council. In this regard, the study concluded that management at the Council was not effective in setting priorities. Effective management entails setting priorities by putting more weight on elements that create value for money.

Considering how management lost out on opportunities, which the sector presented as revealed above, it appeared that management was more focussed on short term consumptive programmes, as opposed to long term capital ventures. Management failed to use techniques, which could have multiplied resources from the meagre revenue collected. Kimo Ostman (2010:13) noted that, “the role of local authorities as development actors, was double edged. First, it was that of affecting the human development of their own communities, improving the lives of the local people and facilitating their own efforts to improve the local conditions of living”. In this regard, it was important to balance the allocation of resources, if service delivery was to be enhanced at Livingstone City Council.

Further, the study revealed that there were inadequate innovations at Livingstone City Council. There was lack of implementation of new innovative ideas, on the management of resources and it was, therefore, inconceivable to expect positive change if the organisation was undertaking the same routine activities every year. Change can only be brought about if there was transformation in the way the organisation undertook its programmes and activities. The United Nations Secretariat (1997), quoted in the Research Journal of Finance and Accounting (2011:6) observed that, “despite Local Authorities playing important roles in many countries, both developed and developing, there had been increasing concern about the financial performance of local authorities, with their dependence on the Government for subsidies and other forms of assistance contributing to deficits in the Council’s budgets and aggravating inflationary pressures. The United Nations Secretariat recommended two major options for reform of the local authorities. These were restructuring of council establishments and privatisation of some sectors, such as, the financial mobilising department of the Council. There was, therefore, need to try other innovative measures, on managing resources in local authorities, if they were to be revolutionised.

To further consolidate the findings highlighted above, a study was undertaken to establish, how Market Traders and Public Transport Operators perceived the management of funds by Management at Livingstone City Council.
Below, is a Bar Chart showing the graphical presentation of the results obtained from the study. The X-axis, show ratings advanced by respondents, while the Y-axis show, the number of responses advanced.

**CHART 4.2.1, RATING OF MANAGEMENT OF FUNDS AT LIVINGSTONE CITY COUNCIL (MARKET TRADERS AND PUBLIC TRANSPORT OPERATORS)**

![Bar Chart](chart.png)

*Source: Formulated by the Author (Field Survey, 2012)*

The chat above shows the frequency of 2010 market traders and public transport operators, who rated Livingstone City Council, on the management of financial resources. The rating was on the scale ranging from ‘high’ to ‘low’, whereas, ‘high’ represented the highest levels of perceived improper management of finances, while ‘low’ represented low levels of perceived improper management of finances.

The inappropriate management of funds at Livingstone City Council was rated as ‘high’ by 58.6% respondents, while 27.6%, rated the Council as having moderate levels of improper management of finances. An additional 2.9% of the respondents rated the Council as having low levels of mismanagement of funds, while 1.4% of the respondents indicated that finances were not mismanaged at Livingstone City Council. A further 9.5% of the respondents indicated that, they did not know whether finances were mismanaged at Livingstone City Council, or not.

A majority of the respondents, rated the levels of improper management of finances at Livingstone City Council, as ‘high’, followed by respondents who rated
the improper management of finances as ‘moderate’. It was highly probable that the rating was influenced by what the respondents experienced and saw happening at the Council, in their interaction with council officials. Before a conclusive insight of this survey is provided, it suffices to consider responses of a similar study conducted among Livingstone residents in various townships. Below, is a Pie Chart showing the results obtained from the study.

**CHART 4.2.2, RATING OF MANAGEMENT OF FUNDS AT LIVINGSTONE CITY COUNCIL (LIVINGSTONE RESIDENTS FROM VARIOUS TOWNSHIPS)**

![Pie Chart](chart.png)

**Source:** Formulated by the Author (Field Survey, 2012)

The chat above, show the frequency of rating in respect of Livingstone City Council, by a total of 246 Livingstone residents, from various townships, with regards the management of financial resources. As the case in the earlier study, the rating was on the scale ranging from ‘high’ to ‘low’, with ‘high’ representing the highest levels of perceived improper management of finances, while ‘low’, representing low levels of perceived improper management of finances.

Improper management of resources, was rated as ‘high’ at Livingstone City Council by 43.9% of the residents, while 32.9%, rated the Council as having moderate levels of improper management of finances. An additional 7.3% rated the Council, as having low levels of improper management of finances, while 0.4% of
the respondents, indicated that finances were not mismanaged at Livingstone City Council. A further, 15.4% of the respondents, indicated that they did not know whether finances were mismanaged at Livingstone City Council, or not.

The observation of responses from the two samples, one consisting of Market Traders and Public Transport Operators, who were questioned at their place of work, and the other sample consisting of residents of Livingstone District from various townships, who were questioned from their various homes, showed similar trends. The two samples showed that a majority of respondents perceived Livingstone City Council, as having elements of high levels of improper management of funds, while a smaller number of respondents, rated the level of improper management of resources as ‘low’. As shown in the above tables, 58.6% of Market Traders and Public Transport Operators perceived the level of improper management of funds as ‘high’, while 43.9% of other Livingstone Residents from various occupations perceived the level of improper management of funds as ‘high’.

Although it would be inappropriate to make a reasoned conclusion suggesting that, there were high levels of improper management of finances at Livingstone City Council, based on the public perception, the study gave an insight of how the residents of Livingstone District perceived the Council, with regard the management of finances. Essentially, people’s perceptions were likely influenced by, what they observed and experienced, with council officials. A situations where a majority of people perceive an institution as being corrupt, give a close reflection of the prevailing conditions on the ground. The same could, therefore, be true in the case of Livingstone City Council.

To get a further picture of the resident’s perception, with regards the management of finances at Livingstone City Council, the leadership representing local association, boards and communities, were asked to rate the levels of perceived improper management of finances in respect of six (6) institutions in the area. These included Zambia Wildlife Authority (ZAWA), Zambia Revenue Authority (ZRA), Livingstone City Council (LCC), The Zambia Police (ZP), Zambia National Tourist Board (ZNTB) and the Department of Immigration (DOI). The results of the study showed that, a majority of respondents rated Livingstone City Council, among the top three institutions in which the levels of improper management of finances was rampant.
Several council officials who were asked to comment on the alleged improper management of finances, confirmed the existence of the scourge and cited the example, in which the Town Clerk was dismissed in the last quarter of 2012, as a result of failure to account for financial resources, as well as, misplaced priorities in the use of finances, (Lusaka Times, 11 March, 2011). The study further revealed, as noted by the Lusaka Times (ibid), that following the dismissal of the Town Clerk, a lot of issues were exposed, which led to the dissolution of the Council in 2012.

In conclusion, the study in this section revealed that Livingstone City Council was not effective in the management of resources. The study established that, there was a leadership gap as management did not make relevant decisions to ensure that resources were efficiently utilised in the most economical and efficient manner, to warrant effective service delivery. The Council failed to set priorities in the use of finances. This resulted in lack of investment in equipment and capital goods, as well as, income generating ventures. Subsequently, the Council was not able to efficiently create value for the funds mobilised, which could have translated into effective service delivery. The lack of transparency, further affected the operations of the council, as it potentially masked elements of mismanagement of resources.

4.3 Impediments in the Management of Resources at Livingstone City Council

Elements, which stood out in the study, as major impediment in managing resources pointed to the leadership gap and financial impropriety at Livingstone City Council. Financial impropriety negatively affected investment in equipment and technology, thereby, inhibiting effective service delivery at Livingstone City Council. In addition, leadership at the Council lacked the will and determination in making informed decisions on management of resources. Some of the impediments faced in the management of resources are outlined below:

Livingstone City Council, was severally cited for financial irregularities in the Report of the Public Accounts Committee, which quoted the Report of the Auditor General on the management of Constituent funds and grants to local authorities for the financial year ended 31 December 2012, for the fourth session of the eleventh national assembly appointed by the resolution of the house on 27th September, 2013. Livingstone City Council was cited for overpayment of settling in-
allowances to staff amounting to K165,924,538.00, (Report of the Public Accounts Committee, 2012:56). The Council was, additionally, cited for overpayment of commutation allowances to staff amounting to K53,450,828.00, (Report of the Public Accounts Committee, ibid).

The Council was also cited for fraudulent payments of funds amounting to K16,341,000.00, (Report of the Public Accounts Committee, 2012:57). The payments were made by two officers, who were subsequently disciplined for the act. In addition, the Council was cited for payment of non detrimental allowances amounting to K94,462,801.00, (Report of the Public Accounts Committee, 2012:57). Further, the Report of the Auditor General on the management of Constituent funds and grants to local authorities for the financial year ended 31 December 2011, revealed that, in July 2011, Livingstone City Council misapplied the sum of K14,000,000.00, by purchasing sports kits using the Constituency Development Funds, (GRZ, Auditor General’s Report on Grants and CDF, 2011:24). The revelations above show the extent of financial impropriety at Livingstone City Council.

The study further revealed that Livingstone City Council failed to account for part of the finances it expended. For instance, the Auditor General’s Report on the management of Constituent funds and grants to local authorities for the financial year ended 31 December 2011, stated that, as at, October 2012, imprest amounting to K30,175,564.00, which was obtained from 2011 onwards, was not retired by council officers, (GRZ, Auditor General’s Report on Grants and CDF, 2011:24). Further, funds amounting to K9,000,000.00 at Livingstone City Council, had been expended without supporting documents, such as, receipts, acquittal sheets or local purchase orders, (GRZ, Auditor General’s Report on Grants and CDF, 2011:24). Livingstone City Council, like other local authorities in Zambia, was expected to observe strict financial guidelines, as stipulated by financial regulations and the Local Government Finance Manual. The internal audit and accounts unit were further expected to enforce financial regulations at the Council. However, the Council failed to account for finances in a number of instances. In any case, financial accountability, could only be achieved if management exercised strict financial discipline, as well as, adherence to the budget.

The study revealed that Livingstone City Council was dissolved in 2010, 2011 and 2012. Reasons for the dissolution, basically, revolved around the
mismanagement of finances and illegal land allocation, especially by Councillors. This revelation confirmed the element of improper management of finances, as well as land, at Livingstone City Council. While there were low levels of revenue collected by the Council, on one hand, mismanagement of finances appeared rampant on the other hand. This widespread level of mismanagement of resources at the Council was likely to have contributed to the observed low levels of assets owned and poor levels of service delivery.

The study revealed that there was high level of variation of funds from one programme to the other. Funds were varied from some important programmes budgeted for, such as, service delivery and investment in capital goods, to other programmes, which were not budgeted for, such as, short term administrative programmes, which were consumptive in nature. This characteristic amount to financial misappropriation and was undesirable in the management of resources. The Daily Nation Newspaper of 2 January 2014 reported that Council Management misappropriated the grant which was given to them by the Central Government, to pay salaries. The grant was used to procure three vehicles for senior management officials. This was only revealed in the Council meeting, when senior management officials were excused from the meeting, to enable junior staff to explain how the three vehicles were acquired, considering that the tender procedures were not followed. The matter was confirmed by officials at the Ministry of Local Government and Housing, evident by the suspension of the Director of Engineering and the Director of Finance.

The above revelation, established elements of financial impropriety taking place at Livingstone City Council. Any well meaning organisation should commit itself to the budget provisions. The budget provisions, guides the organisation in expending its resources and helps management to keep focused and caution elements of abuse of finances. None committal to the budget provisions, predisposes resources to possible abuse. CIPFA, quoted in the FMLAZ, (2008:42), define a budget as “a financial and quantitative statement prepared prior to a definite period of time, of the policy to be pursued during that time for the purpose of attaining a given objective”. The Local Government Finance Manual further noted as follows:

A budget to be prepared, there must be an objective to achieve, policies to be pursued (or strategies to be used) for achieving that objective, a given timeframe, a statement of the quantities of goods and services to be used
and/or produced, to achieve the objective and the financial implications of all these activities.

The observation on the previous page, which showed failure by Livingstone City Council to adhere to the budget provisions, demonstrated lack of prudence in the management of resources. It further, showed lack of direction and commitment to enhance the Council’s performance, with respect to service delivery. The study revealed that the Council barely reacted to emerging events instead of implementing planned activities reflecting in the approved budget. For instance, in 2011, Livingstone City Council had approved and funded five (5) projects, which it was expected to implement as reflected in the 2011 budget. The projects were as highlighted in the table below:

**TABLE: 4.3.1, TABLE SHOWING THE PLANNED PROJECTS AND AMOUNTS APPROVED AT LIVINGSTONE CITY COUNCIL**

<table>
<thead>
<tr>
<th>S/N</th>
<th>PROJECT DETAILS</th>
<th>AMOUNT APPROVED (ZMK)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Completion of Public Toilets at Nangwenya</td>
<td>60,000,000.00</td>
</tr>
<tr>
<td>2</td>
<td>Borehole drilling at Natebe</td>
<td>80,000,000.00</td>
</tr>
<tr>
<td>3</td>
<td>Water Borne Toilet at Victoria Clinic</td>
<td>70,000,000.00</td>
</tr>
<tr>
<td>4</td>
<td>Pupils Toilet at Maramba Basic</td>
<td>106,450,200.00</td>
</tr>
<tr>
<td>5</td>
<td>Market Improvement at Ellain Brittel</td>
<td>50,000,000.00</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>366,450,200.00</strong></td>
</tr>
</tbody>
</table>


The projects in the table above were expected to be implemented by the end of December 2011. However, by October 2012, none of the projects had taken off. The study revealed that much of the financial resources were channelled towards non essential operations, predominantly administrative in nature, such as international travels and travels to other districts to attend conferences and seminars. These activities could be forgone to save resources for the procurement of essential assets and implementation of capital projects.

Lack of commitment and support on the part of management, robbed the Council of the competent leadership, to drive the change process that could have enhanced service delivery. The UN-Habitat (2009:11), noted that German Technical Cooperation (GTZ), trained two council employees in computerised accounting
system, to improve accounting and financial management. Nevertheless, the two employees left the Council for further studies, without management finding replacement hence, reverting to the old manual accounting system. A committed leadership would have sustained the technology adopted at the Council by holding on to the officers to manage new modernised system, until suitable replacements were found. Leadership was critical to drive change in the Councils as observed by Ajayi (2011:15), quoted below:

For the successful professionalisation of local government, there is need for senior civil servants in local government to be the change they wish to see. Bad leadership practices at the upper echelon of local government, sets the tone for organisational behaviour and diminishes collective responsibility and accountability. It is not merely a case of demanding change from the grassroots of local government organisations; this is a case of leading by example.

The other impediment revealed by the study, was the quality of personnel. The study revealed a mismatch between the job specifications and qualifications of personnel, for most job holders. Poor quality of personnel, had negatively affected the level of performance of the Council, as the quality of personnel was extremely important in the effective implementation of programmes. This feature, will however, be adequately discussed in chapter 5.

In addition, the study revealed that by 1 January 2011, Livingstone City Council had a huge debt outstanding to its various clients. The total debt owing amounted to K18,580,072,239.03. By 30 September 2011, only K486,625,782.77 was cleared leaving an outstanding balance of K18,140,446,456.26, (Livingstone City Council, Capital and Revenue Estimates for – 2012: 2011). In the same year, the budget estimate was around K15 million. Over 2% of the Council’s financial resources in 2011 were allocated to servicing the debt. Debt servicing can greatly disrupt programmes. Default in servicing the debt could lead to litigation, which could potentially injure the already crippled financial position of the Council. As a result, the Council had no option but to service the existing debt. Debt servicing was undertaken on the expense of service delivery and investment towards new technologies, capital goods and assets. Debt servicing was, therefore, one of the major factors, which restrained the Council from effectively managing its resources.
The study revealed that inadequate finances to match the increased demands of services in Livingstone District, owing to the increase in population, which had not been matched with the corresponding increase in assets and human resources, equally contributed to the Council’s failure to effectively manage resources. Finances were unarguably one of the main factor’s that restrained Livingstone City Council from the acquisition of relevant assets and information technology. Low levels of revenue, inadequate support from the Central Government, servicing of a huge debt coupled with financial impropriety were limiting factors to effective management of resources at Livingstone City Council.

The study revealed the lack of transparency in the operation and management of resources at Livingstone City Council. The Council operated in an environment of a highly closed and restrictive culture. Access to information on finances was restricted. The Council failed to make available much of the financial related information requested, even when it was made clear that the information was required, to enable the researcher generate a report, which was purely for academic purpose. The failure of the Council to make information available, especially in the area of finances, raised suspicion, as to, what the Council was trying to mask. Restriction in accessing information was not healthy for a public institution as it had potential to perpetuate financial impropriety. The Research Journal of Finance and Accounting, (2011:6) noted that “Local authorities, should endeavour to be transparent by strengthening internal controls, carrying out independent, external audits based on international standards, disclosing any financial assistance from the state, and producing aggregate performance reports”. Whereas, it was generally acceptable for private organisations to restrict access to financial information to avoid leakages to the competitors, the Council had no competitors, as most organisations complimented its effort.

The study revealed that there were strong elements of political interference in the management of resources at Livingstone City Council. The study gathered that political leadership often imposed their programmes on management of the Council without due consideration of the budget. This was confirmed by the Lusaka Times report, of 12 and 15 March, 2011, in which the Town Clerk was dismissed by the Council, under the influence of the Mayor. The Lusaka Times noted that the Mayor often interfered with the operations of the Town Clerk and consequently, pioneered the wrongful dismissal of the Town Clerk. The Minister of Local Government later
ordered the reinstatement of the Town Clerk, citing irregularities in the procedure. Political interference posed a challenge to the effective management of resources at Livingstone City Council.

In conclusion, the study established that there was significant number of factors that restrained the Council in its quest to effectively manage resources, for effective service delivery. The study established that there were elements of inertia on the part of leadership and the council employees. Additionally, there were observed elements of failure to follow tender procedures in the procurement of materials, high level of financial impropriety, and misappropriation of funds. Finances were redirected from long term capital investment projects to short term administrative programmes. This eroded the already insufficiently funded treasury of the Council. The findings were consistent with results of Opiyo, H. (2006) quoted in Messah O.B, (2011:9), who observed in Municipal Council of Maua in Kenya, that the lack of finances was a product of poor management, indistinct and conflicting objectives and lack of accountability. As observed by Opiyo, poor management was a factor that accounted for poor service delivery.

This chapter discussed management of resources and impediments in the management of resources at Livingstone City Council. The next chapter discuss the institutional capacity of Livingstone City Council. It determined capacity in form of finances, physical resources, and human capital.
CHAPTER FIVE

5.0 INSTITUTIONAL CAPACITY OF LIVINGSTONE CITY COUNCIL

5.1 Introduction

The previous chapter discussed how resources were managed and the impediments encountered by Livingstone City Council. In this chapter, the study reviewed the institutional capacity of Livingstone City Council, to establish its effect on resource mobilisation, management and service delivery. In the context of this study, institutional capacity entails the availability of resources that enable the institution to carry out relevant activities, in its pursuit of the set goals and objectives. These resources can be in form of tangible or intangible objects. Lussier, (2009:166), concedes that the four (4) main resources managers organise, are human, physical, financial and information. Similarly, in the case of a local authority, the main resources that capacitate the institution to enable it undertake effective service delivery to the public, includes: financial, material/physical, human resources and information technology. Institutional capacity determines the performance of local authorities and set a tone for the direction of service delivery to the communities. Institutional capacity is directly related to service delivery. If a local authority lack capacity in any of the three main resources, then service delivery is likely to be poor.

This chapter is divided into four sections including the introduction. These are: financial resources at Livingstone City Council; physical resources including ICT; and human resources at Livingstone City Council. Section 5.2 analysed the financial resource position of Livingstone City Council, nature and levels. Section 5.3 analysed the status of physical resources and information technology, the availability and levels of assets and equipment to undertake day to day activities at Livingstone City Council. Section 5.4 reviewed the status of Human Resources, quality of education and staff levels at Livingstone City Council.

The capacity of the institution was therefore reviewed in three main aspects. These were financial capacity; capacity in view of human resources and capacity in terms of physical resources and information and communication technology.
5.2 Financial Resources at Livingstone City Council

In the context of this study, financial resources refer to the amount of money invested in the business. It is the monetary resource which a business in this case the Council uses to purchase material resources including land, (Lussier, 2009:6). The term was also interchanged with the concept, “financial capital”. Like Human Resources, financial capital is an importance resource used in ensuring that the business achieves its objectives. Financial capital is a resource which the Council use to procure assets, land and as a reward to the human capital for labour offered to the institution. Lussier, (2009:6) observed that financial resources provide an indication of how much it costs to operate an institution for a given period of time. He stressed that a budget is what defines financial resources available to undertake various activities.

This section determined the levels of financial capital at Livingstone City Council. The level of finances provided a picture of the Council’s capacity to deliver the various services, under its jurisdiction to its clients. The section established the annual revenue collected by Livingstone City Council for the period 2002 to 2012.

Information gathered showed that the total annual revenue for the Council had continued to decline in real terms as can be seen in the table below.

<table>
<thead>
<tr>
<th>YEAR</th>
<th>BUDGETED REVENUE (ZMK)</th>
<th>ACTUAL REVENUE COLLECTED (ZMK)</th>
<th>COLLECTION AS % OF BUDGET REVENUE</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>6,164,327,770.00</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>2003</td>
<td>5,231,661,600.00</td>
<td>4,309,057,829.07</td>
<td>82.36</td>
</tr>
<tr>
<td>2004</td>
<td>8,962,062,830.00</td>
<td>3,729,226,757.28</td>
<td>41.61</td>
</tr>
<tr>
<td>2005</td>
<td>7,487,917,362.00</td>
<td>4,134,505,301.23</td>
<td>55.21</td>
</tr>
<tr>
<td>2006</td>
<td>8,840,143,388.00</td>
<td>1,219,294,047.07</td>
<td>13.80 (as at 31/03/2006)</td>
</tr>
<tr>
<td>2007</td>
<td>11,231,463,500.00</td>
<td>7,230,906,271.54</td>
<td>64.68</td>
</tr>
<tr>
<td>2008</td>
<td>14,148,878,716.00</td>
<td>12,601,728,708.00</td>
<td>89.07</td>
</tr>
<tr>
<td>2011</td>
<td>15,894,538,797.68</td>
<td>4,243,378,061.00</td>
<td>26.69 (as at 30/06/20-11)</td>
</tr>
<tr>
<td>2012</td>
<td>21,499,622,062.64</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

The table on the previous page show the budget performance of Livingstone City Council, for the period 2002 to 2012. However, data for the year 2009 and 2010 could not be accessed. Statistics in the table show that, the Council had collected 82.36% of the budgeted revenue at the end of 2003. In 2004, there was a sharp percentage decline in revenue collected by the Council to 41.61%, while the revenue slightly increased in 2005 to 55.21%. Only 13.8% was collected by the end of the first quarter in 2006. The assumption was that budget performance for the Council should have been 25% at the end of the first quarter. Revenue collected at 13.8%, therefore, fall short of the expected amount at the end of the first quarter in a crude sense. This is so, as it would be inappropriate to expect a 25% budget performance, at the end of the first quarter as revenue in each quarter may differ depending on the quarter, which falls in the peak revenue period. In 2007, the total revenue collected compared to the budget estimate stood at 64.68%, whereas for the year ending 2008, it was at 89.07%.

In addition, the estimated budget for Livingstone District for the year 2011 was K15,894,538,797.68. As at, 30 June 2011, funds collected by the Council, stood at 26.69%, which was below the expected 50% if a crude assumption was to be made. The budget estimate for 2012 increased sharply from K15,894,538,797.68 in 2011 to K21,499,622,062.64 in 2012. This represented a percentage increase of 26%. The study revealed that, the increase was attributed to the anticipated increase in grants from the Central Government. The Central Government was expected to take over the payment of personnel emoluments in the course of the year 2012. In addition, the Council was expected to introduce parking levy in the Central Business District, which was expected to raise an estimated total of K100,000,000.00 in revenue, (Livingstone City Council, Capital and Revenue Estimates for – 2012: 2011).

Analysing the budget estimates from 2003 to 2012, it was noted that the Council failed to meet its estimated budget in all instances. It was further noted that, the Council’s budget was short of the expected income required to undertake relevant programmes for service delivery. Considering the number of unfulfilled programmes on the ground, and their estimated costs, it was clear that the budget estimates as presented in the above table, were not sufficient to meet the cost of the projects required for service delivery. For instance, the budget estimates for 2011
and 2012 in respect of capital investments revealed the following provisions as indicated in the table below:

**TABLE 5.2.2 BUDGET PROVISION FOR CAPITAL INVESTMENTS FOR 2011 AND 2012**

<table>
<thead>
<tr>
<th>ACTIVITY</th>
<th>BUDGET PROVISION 2012</th>
<th>BUDGET PROVISION 2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Street Lighting</td>
<td>335,000,000.00</td>
<td>300,000,000.00</td>
</tr>
<tr>
<td>Motor Vehicles</td>
<td>220,000,000.00</td>
<td>150,000,000.00</td>
</tr>
<tr>
<td>Roads Construction</td>
<td>570,500,000.00</td>
<td>457,500,000.00</td>
</tr>
<tr>
<td>Office Equipment/Computers</td>
<td>335,130,000.00</td>
<td>344,225,000.00</td>
</tr>
<tr>
<td>Construction Of Low Cost Houses</td>
<td>324,000,000.00</td>
<td>-</td>
</tr>
</tbody>
</table>

**Source:** Livingstone City Council – Capital and Revenue Estimates for - 2012:2011.

The table above show expenditure estimates for the year 2011 and 2012, with regards to capital investment. As can be seen in the table, the allocations provided for street lighting, road construction and construction of low cost houses appeared inadequate for such magnitude of projects in both 2011 and 2012. In addition, only K9,110,824,638.93, representing 42% of the total budget expenditure estimates, was set aside for service delivery, (Livingstone City Council, Capital and Revenue Estimates for – 2012: 2011). The percentage of financial resources allocated to service delivery in absolute terms appeared significant. However, when the percentage is analysed in actual monitory terms, the amount attached to it was inadequate, as the cost of the capital projects outlined in the table were far higher that the figures allocated.

The study also noted from table 5.2.1, that the marginal increase in the budget estimates in each successive year was significantly low. Considering the observed instability in macro-economic indicators in Zambia, such as inflation and the constant depreciation of the Kwacha, it was expected that the marginal increase in the budget, should have been higher than what was presented in the table. In addition, the world over, there had been an increase in the mandate of local authorities to include provision of services in areas, which were traditionally provided by the central government. The expected increase in the role of Local Authorities was expected to result in considerably higher marginal increases in successive budgets in each of the corresponding financial years.
Considering the picture shown in this section, portraying low levels of finances, it was evident that Livingstone City Council had inadequate financial capacity to sufficiently provide services to its community. Finances were not only a direct panacea for service provision but a means for procuring relevant physical resources, Information and Communication Technology, and more importantly for hiring competent human resources, who were expected to drive the mandate of the Council, which was service delivery to the community.

5.3 Physical Resources and Information & Communication Technology at Livingstone City Council

In the wake of inadequate finances at Livingstone City Council, as observed in the previous section it was inconceivable to expect sufficient physical resources and information and communication technologies (ICT), to enhance the quality of service delivery. This, therefore, advanced the study to this section which sought to establish the levels of physical resources and the use of ICT. Material or physical resources play a vital role in capacitating local authorities. As a service oriented institution, it is material resources which the Council use, for instance, to make roads, fire fighting and undertaking various maintenance works. Material or physical resources refer to the buildings and equipment that the institution needs, to undertake its operations. This includes the physical space, which the institution occupies, natural resources and assets the institution possesses. This may include structures such as office space; equipment such as graders, fire fighting engine, water boozers and computers, among others.

The study revealed that Livingstone City Council was in serious deficit with regards to equipment and machinery required to enable it operate effectively. The study revealed that the entire council depended on only four (4) fire fighting engines, six (6), waste management equipment and an incomplete unit for road construction equipment. The Head of Department, Department of Public Health indicated that, of the six (6) waste management trucks belonging to the Council, only two (2) were operational. He indicated that the trucks could not run continuously for two weeks without breaking down, as they were old and therefore costly to run. The two (2) trucks, which were operational, were donated to the Council by the World Bank. In addition, the asset register from the Department of Engineering showed that the Council had two (2) Graders, one Front-end Loader
and a Tractor. Livingstone City Council was indebted with regards to essential equipment. The lack of equipment had seriously affected the Council in many aspects. The Council was not able to undertake most of the assignments in its jurisdiction due to lack of equipment.

Further, the study revealed that the Council had a comparatively big office structure, in relation to other districts in Southern Province. Although there were indications of shortage of office space, the study revealed that the problem was not severe as it was still at manageable level. It was further established in the study that, the Council did not have any Lodge, Guest Houses or housing unit except one, which was the official resident for the Town Clerk, (Livingstone City Council Annual Report, 2011). The Council also owned the Victoria Hall, a community hall which had the capacity to host more than 1,000 guests, located in the central business district. The Council also owned a structure, which housed the old Civic Centre, located within the central business district and was leased to various clients used as an office block.

Information and Communication Technology (ICT), is an important resource in service delivery in the modern business environment of the local authorities. Information Technology had reduced the cost of doing business and hence service delivery. Kramer, Jenkins and Katz, (2007:6), observed that, the sector for Information Technology has been a pioneer and a powerful catalyst in addressing the needs of interests of low income communities in developing countries. The dual noted that, Information and Communication Technology reduce distance and time, overcome geographic isolation and substitute expensive travel and lost man hours. They further noted that information and communication technology can particularly facilitate information exchange, long distance money transfers, tax returns and other government business including medical diagnosis. In addition, mobile phones through text messaging were used as tools of knowledge acquisition and political empowerment, (Kramer, Jenkins and Katz, 2007:7).

Information and Communication Technology was therefore important as it can be used to expand networks across barriers, which could otherwise not be accessed by the local authorities, using ordinary transport. On the press of a button, Telecommunication facilities can be used to send and receive messages to and from clients on various aspects of service delivery. It can further, be used to make payments on various services offered thereby cutting the cost of doing business.
Emails can be sent in the mail boxes of various individuals in the quest to inform, educate or sell a product to the community. In the context of this report, Information and Communication Technology (ICT) is used to refer to the application of computers and telecommunications equipment to store, retrieve, transmit and manipulate data, often in the context of a business or other enterprises, (Benckendorff, Sheldon and Fesenmaier, 2014:2).

The study revealed that the Council had serious deficit with regards to infrastructure supporting the ICT sector. For instance, the revenue unit only had two desktop computers, against eight revenue collectors. It was therefore, not possible for the officers to operate at once. This gave rise to unnecessary queues, which was a potential breeding ground for corrupt activities. Most of the revenue collectors interviewed indicated that, due to lack of computers the officers used a manual billing system and later uploaded the information in the electronic system at the convenient time. This, however, had potential to distort data if the records were not updated on time or if the officer forgets to update the system.

The study gathered that the Council did not embrace the use of ICT in its operations. None of its billing systems was using mobile technology that could have helped enhance the amount of funds mobilised owing to its convenience. The Council was further not using the internet to interact with its customers which was another important tool for public relations. The study, further, revealed that Livingstone City Council had no website, where it could display important information, which could have been of interest to the communities. Ordinarily the ICT sector was not developed at Livingstone City Council.

From the above it can be concluded that inadequate financial resources as discussed in the previous section incapacitated the Council from acquiring relevant physical resources and Information and Communication technology in its operations. This negatively affected the level of service delivery.

5.4 Human Resources at Livingstone City Council
Similar to physical resources and information and communication technology, qualified and effective human resources require finances, to be recruited and maintained in the organisation. Human resource is the most important resource in any given organisation. It represents the human capital that transforms raw materials into finished consumable products or services. Lohmann and Lohmann, (2013),
argues that human resources being the source of knowledge, skills and values; are perhaps the most important resources available, to an organisation, given the critical role they play in ensuring that the organisation fulfils its mission and purpose. Further, Ragaran et al. (2010:279), concedes that it is universally accepted that human resource is the most important resource among all resources, for any organisation, irrespective of its nature, manufacturing or service industry. Human capital is a flexible resource as it can be deployed in different areas. It is a factor that organise all other resources to produce goods and services. Human resource can be improved through the implementation of deliberate training programmes.

This section focused on the status of Human Resources at Livingstone City Council, determining the quality of education and levels of staff, with regards the established structure. In the context of this study, quality of education for a given employee refer to the qualification held by the position holder, in relation to the requirement as stipulated in the job description. On the other hand, levels of staff refer to the number of employees in relation to the established structure of the institution.

The Human Resource Management section at Livingstone City Council declined to provide information on the qualification of the employees indicating that, the matter revolved around invasion of privacy. However, information gathered from relevant department heads on the qualifications held by staff, showed serious distortions in terms of position holders in relation to the job specifications.

For instance, in the Department of Engineering, the study revealed that among the technical staff available in the department, only the Head of Department was qualified for the post, as stipulated in the job description. According to the structure, the Department was headed by the Director who was subordinated by the Assistant Director, followed by three Chief Engineers in the field of Civil, Mechanical and Electrical Engineering. Further, the Chief Engineers were subordinated by the Senior Engineers, followed by Engineers, then Technologists and Technicians at the tail end.

The requirement for the post of Engineer to Director is a minimum qualification of a Bachelors degree in the relevant field of engineering. Nevertheless, the study gathered that in the Engineering Department, the Director was the only qualified personnel. Most engineering positions were held by craft certificate holders, which inevitably compromised performance. The study established that the
Director was personally undertaking assignments at operational level, such as preparing bill of quantities as a result of the skills gap, which was degrading at his level, revealed the Director – Engineering, (interviewed at Livingstone City Council on 12 June, 2012).

A survey in the Department of Public Health and Social Services, revealed a similar scenario as observed in the Engineering Department. The Department was headed by the Director – Public Health, subordinated by an Assistant Director. Beneath the Assistant Director were three positions heading different portfolios which included; Chief - Library Services, Chief - Health Inspectorate and Chief - Social Services. The top five positions in the structure of the department of Public Health were expected to be held by officers at Bachelors Degree level. Nonetheless, the survey revealed that, only two officers had Bachelor’s Degrees of which, one of them had a degree in unrelated field. Technically, the department had only one qualified officer at management level.

The study established further distortions in the Administration Department, with regard to the quality of human resources available. Most officers did not have qualifications for the positions held. Positions expected to be filled by a Bachelor’s Degree holder, were occupied by diploma and certificate holders. The situation was similar in the Legal Department and the Procurement Unit.

The study revealed that there was a further shortage of staff in the Finance Department, particularly, in the revenue section. The study gathered that there were only eight revenue collectors appointed on permanent and pensionable establishment, based at Civic Centre, Livingstone City Council. The eight Revenue Collectors were expected to cover the whole city in revenue collection. This was practically impossible considering the size of the city and limitations exacerbated by unavailability of transport and information technology that could have been used to enhance revenue collection. One of the revenue collectors narrated as quoted below:

The work was just too much for us especially during the peak periods of the year. The worst thing is that there was no motivation for us when we go in the field. If there was a form of an allowance it would have made us work an extra mile as opposed to what was happening. We sometimes work overtime knocking off as late as 19:00 hours but we are not paid overtime for that, while a senior officer, who attends a meeting within the conference room within Civic Centre, was entitled to an allowance. I can understand if
revenue collectors engage in corrupt practices as we collect so much which we hardly benefit from. Our recommendations were always sidelined. If you insist on some changes then you are threatened with dismissal, (interviewed at Lusaka City Council in the Revenue Office on 12th June, 2012).

The staff establishment for Livingstone City Council had about 400 positions, out of which 320 were filled. Of the 400 positions, 24 were at senior and middle management level. The study revealed that positions at senior and middle management level, were the most difficult to fill, as they required a minimum qualification of a Bachelors Degree for the position holder. Matching the number of positions filled against the staff establishment, the vacancies appeared comparatively low. However, it was revealed that most of the employees in the establishment did not have relevant qualifications for the positions held. The Council could, however, not replace the employees without qualifications, as it was not guaranteed to find skilled manpower. In addition, it was established that of the 320 personnel in the establishment, more than 60% percent of them were general workers. It was further revealed that a bigger percentage of the vacancies constituted professional staff, essential for the Council’s operation. There were a number of factors attributed to the poor quality of Human Resources at Livingstone City Council. The following were some of the findings of the study:

The study revealed that there were high levels of staff turnover at Livingstone City Council, especially among professional staff. The study revealed that on average, newly appointed staff left the institution within the first two (2) years after being appointed. The study established that the major reason attributed to staff exodus at Livingstone City Council, among others, was poor salaries. Most workers interviewed at the Council indicated that salary levels at the Council were not attractive to professional staff. Unattractive salaries were responsible for most of the professional staff exodus. Staff left the Council for greener pastures to join institutions in the private sector and none governmental organisations. This was consistent with the findings of Ajayi O, (2011:11), who observed that poor salary was a common phenomenon in African Local Authorities. He noted that poor salaries contributed to high levels of staff attrition and perpetuated corruption among the Council officials. He conceded that local governments were not regarded as institutions to take a career, but an undertaking for people who were hoping to supplement their income and undertake other errands during office hours in order to
make ends meet. Ajayi stressed that the local authorities continued to lose talent to aid agencies and none-governmental organisations, among others.

The study revealed that training and development of staff, was not given the attention it deserved. Amidst the low levels of qualification among employees at Livingstone City Council, training had not been given priority for the Council to enhance the level of qualifications. Among a few officers who proceeded on training, majority of them had proceeded on training programmes, which were irrelevant to their duties. For instance, a Records Management Officer proceeding for training to study Accounting and Finance. This was an unnecessary drain on resources, as training that was not focused on the trainee’s duties, did not add any value to the performance, on completion of the programme.

Ajayi O, (2011:12) noted that training was critical to enhance professionalism. He indicated that training should be focussed and never to be implemented without direction. He stressed the need for local authorities to invest in a coherent strategy that could help identify skills gap in administration and leadership. Ajayi cited four objectives which training should aim at. These included: enhancing technical capacity; strengthening core professional skills; facilitating organisational change and changing behaviours and attitudes in the organisation. The study revealed that the Department of Human Resource at Livingstone City Council had no career development plan and therefore, training of staff was based on individual needs and not the needs of the institution. In addition to the factors that accounted for poor quality of staff, the study revealed some elements that contributed to low levels of staff at Livingstone City Council. Below were some of the findings of the study:

The Local Government Commission restructured the staff establishments for local authorities and emphasised on placing candidates with correct qualifications in the right positions. The commission had been strict and rejected most of the recommendations of personnel for placement into the new designed structure, on grounds of lacking relevant qualifications. Most personnel were therefore left hanging in the old structure as they could not be placed in the new structure. In addition, the council was not allowed to fill positions other than what were considered as essential service workers. The lack of qualifications by council employees to take up senior positions, coupled with natural attrition, led to a skeleton of staff at management level in most departments.
The study revealed that there was inadequate consultation on the specific needs of the institution’s departments with regards to the staff establishment of Livingstone City Council. Most heads of departments indicated that, despite not having qualified staff to undertake specialised assignments for the Council, the positions in the staff establishment were insufficient to meet the amount of work on the ground. The study revealed that the Council’s establishment did not meet the actual staff needs on the ground and therefore posed a further challenge to the Council as recruitment of staff could only be made in relation to the number of positions in the staff establishment. Most heads of departments indicated that departmental structures appeared top heavy, and that, there was need to trade off some high tier posts for lower level posts, consisting of employees who did the actual work on the ground, as the work of senior officers were supervisory in nature.

A further, crucial element which contributed to the poor quality of Human Resources, was inadequate finances at Livingstone City Council to enable it externally recruit, from a pool of personnel on the labour market. Recruitment is an expensive exercise, which requires adequate resources, such as, for advertisement, payment of allowances to the interviewers and other logistics that facilitate the process. In the absence of finances, the Council was incapable of undertaking a comprehensive recruitment exercise, as such, it made local arrangements, where vacant positions were filled with available staff, that had inadequate or no qualifications for the post, so as to ensure continuity of business. This practice resulted to most specialised positions at Livingstone City Council, to be occupied by unqualified staff.

The study established that the Livingstone City Council was previously paying its staff out of resources raised from its various undertakings. The Council had difficulties to raise resources to meet the huge bill for wages. The UN – Habitat, (2009:11) noted, in its report, which covered the period 2003 to 2007 that the wage bill for Livingstone City Council represented over 60% of the total revenue earned. However, the Council’s budget estimates for Personal Emoluments including, its Personnel related costs, stood at 52.88% of the total budget for 2012. A senior council official, in the finance department indicated that the Council was not keen to recruit staff for some of the positions, unless the financial position improved. This confirmed the effect the huge wage bill had on the levels of staff recruitment.
However, it was revealed that with effect from the second quarter of 2012, Government began releasing grants for the payment of wages and salaries for council employees. Officials in the Finance Department indicated that if the trend was to be sustained by the Central Government, the Council would be bailed out of a significant amount of financial difficulties, as the wage bill consumed a substantial amount of council resources. The above undertaking by the Central Government was likely to increase savings that could possibly be ploughed into service delivery, including the recruitment of qualified staff.

The findings above accounted for the observed quality and levels of staff at Livingstone City Council. The Council would have to seriously address the level and quality of staff with the urgency it deserved if it was to be seen as relevant to its various publics. Eade (1997), quoted in Mukwena. R, (2002:5) observed, that capacity building was not a once off activity. He indicated that capacity building was a continuous process aimed at counteracting various issues that contribute to the weakness of the institution.

Essentially, it can be concluded that the observed poor quality and low levels of staff at Livingstone City Council, was largely attributed to the financial problems the Council was experiencing, as discussed in section 5.2. Finances are a panacea that can make available all other resources in any given organisation. Low levels of finances therefore affected the staff quality and levels.

The study revealed that, low levels of financial resources incapacitated the Council from procuring equipment and machinery as well as adopting modern technology in their operations. The lack of financial resources further incapacitated the Council from hiring competent human resources, who could have effectively advanced the Council’s agenda. The study, therefore, concluded that Livingstone City Council had inadequate capacity to effectively provide services to its community. The capacity was inadequate in all three main areas reviewed in this chapter, which included: financial, physical and human resources.

Having discussed the institutional capacity of Livingstone City Council in chapter 5, the next chapter discuss the level and quality of service delivery in Livingstone District and the link with mobilisation and management of resources.
CHAPTER SIX

6.0 SERVICE DELIVERY AND LINKAGE WITH MOBILISATION AND MANAGEMENT OF RESOURCES

6.1 Introduction
The previous chapter revealed that Livingstone City Council had limited capacity, to effectively mobilise and manage resources for service delivery. This had negatively affected the level of service delivery, in Livingstone District. To establish the degree to which service delivery was affected and to determine if the effects observed were attributed to the limitations that existed in the process of resource mobilisation and management, this chapter investigated the existence of a correlation between resource mobilisation, management and service delivery. The chapter reviewed the level and quality of service delivery in Livingstone District and the link with mobilisation and management of resources. In the context of this study, service delivery entailed the provision of public services, by the Council to the community within its jurisdiction, as prescribed in the Zambia Local Government Act no. 22 of 1991. These services included, among others, the construction and maintenance of roads, issuance of trading licences, construction and maintenance of markets and provision of fire fighting services. Others, include, the establishment of abattoirs, garbage collection and subsequent disposal, provision and maintenance of bus stations, taxi ranks and parking spaces. The Councils also undertake the construction and maintenance of the drainage system, provision of street lighting, establishment of libraries and recreation facilities, such as, play parks and the provision and maintenance of cemeteries.

The study, further determined whether the quality of service delivery, had a bearing on how the residents responded to payments of levies to the Council. It is common practice among residents in communities to support programmes, which they perceive as beneficial to them. In addition, organisations and implementing agencies, which are perceived as supporting the community, are more likely to be supported, than those whose benefits are hardly seen by the community. Most people are conscious about expenditure and would, therefore, want to realise value for money. In the case of a local authority, residents judge its performance based on service delivery.
This chapter is divided into 4 sections, including the introduction. These are: nature of service delivery provided by Livingstone City Council; correlation between levels of satisfaction of services delivered and community response to payment of levies; and participation of local communities and civil society organisations. Section 6.2, established the nature of service delivery, provided by Livingstone City Council. This was done, to portray a picture of service delivery as observed by the beneficiaries, being Livingstone Communities. Section 6.3, determined the correlation between levels of satisfaction among the community with respect to the service delivered, by Livingstone City Council and the manner the communities responded, in terms of, adherence to payment of levies. Section 6.4, established the levels of participation in respect of the Councils stake holders, which included the local communities and civil societies.

6.2 Nature of Service Delivery by Livingstone City Council
The study sought to establish the nature of services provided by Livingstone City Council to the Community. To do this, a survey through questionnaires was conducted among residents of Livingstone District. The study, reviewed 7 areas of responsibilities of the Council in its locality. These included garbage collection, provision and maintenance of street lights, cutting down of trees and grass, fire fighting and maintenance of roads, the drainage systems and the burial site. The proceedings of the surveys were as outlined below.

The first survey was undertaken to establish the response of Livingstone City Council, to the collection of Garbage in the residents’ locality. The study got samples from nine townships, three each, from a Low density, Medium Density and High Density areas. On the next page, are the results of the survey:
TABLE 6.2.1, RESPONSE OF LIVINGSTONE CITY COUNCIL TO GARBAGE COLLECTION

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
<th>Cumulative Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid Very Good</td>
<td>9</td>
<td>3.7</td>
<td>3.7</td>
</tr>
<tr>
<td>Good</td>
<td>10</td>
<td>4.1</td>
<td>7.7</td>
</tr>
<tr>
<td>Fair</td>
<td>41</td>
<td>16.7</td>
<td>24.4</td>
</tr>
<tr>
<td>Poor</td>
<td>43</td>
<td>17.5</td>
<td>41.9</td>
</tr>
<tr>
<td>Very Poor</td>
<td>50</td>
<td>20.3</td>
<td>62.2</td>
</tr>
<tr>
<td>Never Collect</td>
<td>93</td>
<td>37.8</td>
<td>100.0</td>
</tr>
<tr>
<td>Total</td>
<td>246</td>
<td>100.0</td>
<td></td>
</tr>
</tbody>
</table>

Source: Formulated by the Author (Field Survey, 2012)

The above table is a presentation of 246 respondents, who were asked to state how Livingstone City Council fared, in the collection of garbage in their locality, in the scale ranging from ‘very good’ to ‘very poor’. A proportion of 3.7% of the respondents indicated that, the service was ‘very good’, 4.1% indicated that the service was ‘good’, while 16.7% indicated that the service was ‘fair’. In addition, 17.5% of the respondents indicated that the service provided by Livingstone City Council was ‘poor’, and 20.3% indicated that the service was ‘very poor’. A further, 37.8% of respondents, indicated that Livingstone City Council never collected the garbage at all. The cumulative percentage, show that only 24.4% of the respondents rated Livingstone City Council from ‘fair’ to ‘very good’ while the remaining 75.6% rated the Council from ‘poor’ to ‘not collecting garbage at all’.

The above results show a negative assessment with respect to the Councils performance, on garbage collection. The results were consistent with what was observed and gathered on the ground in most parts of the townships. A majority of the residents interviewed confirmed the impression observed in the City. A majority of the respondents at 37.8% stated that, the Council did not collect garbage at all. It was established in the study that, most residents dug pits within their premises, where garbage was disposed. The study further established that, some residents disposed garbage in the streets or drainages at night due to lack of virgin land on which to dig a garbage pit in their premises. The study further revealed that some residents hire private operators, who charge them a fee to collect garbage. The
collection was done either on weekly basis or fortnightly. The charge for the service differed from one service provider to the other. Majority of the respondents, however, stated that the charge for residential houses ranged from K50,000.00 to K100,000.00 per month. Most providers collected garbage on a weekly basis. Nevertheless, some respondents interviewed indicated that, even though the contract was to collect garbage once in a week, in an event that garbage accumulate before the agreed collection date, residents called the service provider to provide the service at an extra fee.

The study revealed that, as a result of poor services in respect of garbage collection provided by the council, a considerable number of the business entities in Livingstone District, engaged private companies to collect garbage. The charge for the collection of garbage for business entities ranged from K100,000.00 to K400,000.00 per month. The Public Relations Officer for Livingstone City Council, Mr. Sikanyika, (interviewed on 13th June 2012, at Civic Centre), indicated that garbage collection was an untapped potential for revenue collection. The Council could generate considerable amount of resources from garbage collection, if it had relevant equipment, for the activity, stated the Public Relations Officer. This was consistent with Mukwena, R (2002:15), who noted that some services, had potential for self financing, especially in the case of urban councils. He noted that, services such as, housing; site and service facilities; water and sewerage; cesspit emptying; markets; kiosks; civic estates and refuse collection, had untapped potential. The Housekeeping Officer from Fairmount Hotel, (interviewed on 13th June, 2012), at Fairmount Hotel, indicated that, it was mandatory to use the Council for garbage collection for all businesses operating in the central business district. He, however, indicated that, despite paying to the Council for garbage collection, the service was erratic and unreliable. The Housekeeping Officer, stated as quoted below:

We pay so much to the Council, but it was not responsive to our needs. In view of the erratic service provided, hotel management, were forced to hire private firms to collect garbage, as it was not ethical to allow garbage pile up, for businesses in the hospitality industry. The most saddening part was that, the Council had no courtesy to inform management in advance, if they were not able to collect garbage on a particular date. When queried, officials at the Council mostly gave an excuse of the equipment having broken down.
The above revelation brought out three main issues, which were of interest to the study. Firstly, the Council lacked capacity to collect garbage among the residences and businesses within its vicinity. Secondly, there was so much potential for revenue with regards to garbage collection, which the Council failed to harness. Thirdly, people within the Council’s locality had a negative attitude towards the Council’s performance, particularly collection of garbage. The study established that, due to limited equipment and human resource, garbage collection was only restricted to the central business district. However, Livingstone City Council failed to amicably provide the service to its residents and business entities, despite making payments for the service. This eroded the confidence of residents and business entities, who questioned the credibility of the Council.

Considering the number of business entities around the central business district, it was clear that Livingstone City Council missed the opportunity to collect substantial amount of revenue, from garbage collection. Further, if the service was expanded, to include all businesses and residents of Livingstone District, the potential income loss from garbage collection alone was significant and could have helped mitigate some of the financial problems faced by the Council. Clearly, this was one of the areas, which the Council could consider developing as an income generating venture.

On one hand, garbage collection had potential to keep the city clean, which is fulfilling one of the mandates of the Council, while on the other hand the activity could have been used as an income generating venture. It was clear that, with correct management and appropriate tools, the activity had potential to finance and sustain itself. The responses from most residents indicated that people were willing to pay for the service. Garbage collection was one of the activities, which people were willing to engage the Council, as it directly impacted on the health of the community.

Additionally, the study interrogated Livingstone residents, on the provision and maintenance of Street lights, by Livingstone City Council. The study got samples from nine townships, three each, from a Low density, Medium Density and High Density areas. On the next page, is a Pie Chart, showing statistics of the results obtained in the study:
The chat above shows the frequency of 246 respondents, who were asked to state how Livingstone City Council was fairing, on the maintenance of street lights in their locality, in the scale ranging from ‘very good’ to ‘very poor’. In the study, none of respondents rated the service provided by Livingstone City Council as ‘very good’. A section of the respondents consisting of 9.3%, rated the service provided by Livingstone City Council on street lighting, as ‘good’. An additional 14.6% indicated that the service provided by the Council was ‘fair’, while 17.5% indicated that the service was ‘poor’. An additional 13.8% of respondents rated the service provided as ‘very poor’. A majority of respondents, consisting of 44.7% indicated that Livingstone City Council does not provide street lighting in their locality. The cumulative percentage rating of street lighting showed a proportion of 24.0% of respondents rating the service from ‘fair’ to ‘good’, while the remaining 76% rated the service from ‘poor’ to ‘not providing the service at all’.

The above study established that street lighting services, where not provided by Livingstone City Council, in most residential areas in Livingstone District. Respondents indicated that a few streets with lights had long stopped illuminating and there was hardly any maintenance of the street lights. The study showed that most of the streets were not serviced with street lights. A majority of council
officials interviewed at Livingstone City Council confirmed the reports gathered, from various residences. Most council officials indicated that, the inadequacy in the provision of street lighting in Livingstone District was due to insufficient financial resources. The study revealed that the Council lacked financial resources to provide street lighting in most of the areas. The Director Planning bemoaned the lack of resources at the Council as quoted below:

There were more serious problems faced by the Council which management would rather give priority than the issue of street lights. It was about prioritising and sharing the meagre financial resource we have according to what mattered most; otherwise if we were to operate based on every cry of the people then the Council would collapse. (The Director Town Planning interviewed in June 2012, at Civic Centre).

The study gathered that the provision of street lighting in Livingstone District, was only prominent in the central business district, while most residential areas where not serviced. One observed feature was that, even the traffic lights on the main road leading to the Victoria Falls, were not operational for most of the time. This was bad publicity for tourists visiting the district. Some townships had never been serviced with street lights since their inception. Although the problem was not unique to Livingstone City, there was need to improve in this area, since Livingstone is a tourist capital of Zambia.

A further study, was conducted to establish the extent to which Livingstone City Council was undertaking the activity of cutting down of trees and grass, in the residents’ locality. The study gathered samples from nine townships, three each, from a Low density, Medium Density and High Density areas. Below were the results of the survey:

| TABLE 6.2.2  RESPONSE OF LIVINGSTONE CITY COUNCIL TO CUTTING DOWN OF TREES AND GRASS |
|-------------------------------------------------|----------------|----------------|
| Valid                                           | Frequency | Percent | Cumulative Percent |
| Good                                           | 7         | 2.8     | 2.8               |
| Fair                                           | 15        | 6.1     | 8.9               |
| Poor                                           | 50        | 20.3    | 29.3              |
| Very Poor                                      | 77        | 31.3    | 60.6              |
| Never                                          | 97        | 39.4    | 100.0             |
| Total                                          | 246       | 100.0   |                   |

Source: Formulated by the Author (Field Survey, 2012)
The table on the previous page, show the responses of 246 residents of Livingstone District, from selected townships, on the cutting down of trees and grass, by Livingstone City Council. The rating was made on the scale ranging from ‘very good’ to ‘very poor’.

None of the respondents rated the cutting down of trees and grass by the Council, as ‘very good’. A proportion of 2.8% of the respondents, rated the cutting down of trees and grass as ‘good’, while 6.1% of residents, rated the service provided as ‘fair’. In addition, 20.3% of respondents, rated the service as ‘poor’, while, 31.4% rated the service provided as ‘very poor’. A further 39.4% of the residents indicated that Livingstone City Council neither cut down trees nor grass in their locality. A cumulative percentage show that only 8.9% of residents rated the cutting down of trees and grass by the Council, from ‘fair’ to ‘good’, while 91.1% rated the Council, from ‘poor’ to ‘never providing the service at all’.

Arising from the above statistics, the study gathered that Livingstone City Council fall short of the resident’s expectations, in the area of cutting down of trees and grass. The Council was not able to meet its mandate of cutting down of trees and grass in its geographical area, as provided for in the Local Government Act. A resident of Livingstone, who once lived in Maramba in the 1980s, was quoted as indicated below:

Due to the Councils negligence, I have seen the township transform from one of the revered areas in Livingstone to the most despised areas. It is currently a shame to tell colleagues at the workplace, that I stay in Maramba, as everything in this area had disintegrated and the situation is changing from bad to worse. (Ms. Josephine Malumo, interviewed on 10 June 2012, at Maramba Market).

The Director, Public Health, (interviewed on 13 June, 2012 at Livingstone City Council), indicated that, Livingstone was fast growing and the Council was extremely overwhelmed with the rate of growth, which had piled so much pressure on the Council’s meagre resources. He indicated that the Council was closely working with Residence Development Committees, to help clean up their localities. The Council hardly had financial resources to recruit the relevant human resources to cut down trees and grass around the townships, stated the Director, Public Health. However, ward development fund was in some instances used to undertake the
cutting down of grass in some areas especially to avert the breeding of mosquitoes and consequent spread of malaria, he affirmed.

The responses provided by both the residents and council officials, confirmed the inability of Livingstone City Council to cut down trees and grass in its geographical areas. The factor frequently mentioned by officials point to lack of human resources to undertake the task. Human resources could not be recruited, due to financial constraints at the Council.

An additional study was conducted to establish, the extent to which Livingstone City Council responded to Fire Fighting in its locality. The study got samples from nine townships, three each, from a Low density, Medium Density and High Density areas. Below, is a Pie Chart showing statistics obtained from the study:

**CHART 6.2.2, RESPONSE OF LIVINGSTONE CITY COUNCIL TO FIRE FIGHTING**

![Pie Chart showing statistics obtained from the study](image)

*Source: Formulated by the Author (Field Survey, 2012)*

The chat above, show the responses of 246 residents of Livingstone District, from selected townships, on the provision of fire fighting services, by Livingstone City Council. The rating was made on the scale ranging from ‘very good’ to ‘very poor’.
The fire fighting services, provided by the Council was rated as ‘very good’, by 1.6% of the 246 respondents, while 2.0% rated the service provided, as ‘good’ and 19.9% of respondents, rated the service provided, as ‘fair’. In addition, 26.4% of the respondents, rated the service, as ‘poor’, while 22.4% rated the service provided as ‘very poor’. A further 13.4% of the respondents indicated that Livingstone City Council never provided the service of fire fighting. A cumulative percentage, show that only 23.6% of residents, rated the service of fire fighting by the Council from ‘fair’ to ‘very good’ while 76.4% rated the Council from ‘poor’ to ‘never providing the service at all’.

A bigger proportion of respondents, accounting for 76.4%, rated the service provision from ‘poor’ to ‘never providing the service at all’. A majority of Livingstone residents indicated that although fire outages were a rare occurrence in Livingstone District, the Council had challenges to put out a few incidences of fire that occurred. The study showed that Livingstone City Council, had no capacity to handle the fire incidences in the City. This was a negative publicity to potential investors. An asset register at the Council showed that Livingstone City Council had only four fire engines. Most residents of Livingstone indicated that, the Council often gave excuses of lack of fuel in the fire engines, most of the time if called upon in and event of a fire outage.

A further survey was conducted, to establish the response of Livingstone City Council, to the Maintenance of Roads in the residents’ locality. The study got samples from nine townships, three each from, a Low density, Medium Density and High Density areas. Below were the results of the survey:

**TABLE 6.2.3, RESPONSE OF LIVINGSTONE CITY COUNCIL TO MAINTENANCE OF ROADS**

<table>
<thead>
<tr>
<th>Valid</th>
<th>Frequency</th>
<th>Percent</th>
<th>Cumulative Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very Good</td>
<td>4</td>
<td>1.6</td>
<td>1.6</td>
</tr>
<tr>
<td>Good</td>
<td>27</td>
<td>11.0</td>
<td>12.6</td>
</tr>
<tr>
<td>Fair</td>
<td>56</td>
<td>22.8</td>
<td>35.4</td>
</tr>
<tr>
<td>Poor</td>
<td>86</td>
<td>35.0</td>
<td>70.3</td>
</tr>
<tr>
<td>Very Poor</td>
<td>47</td>
<td>19.1</td>
<td>89.4</td>
</tr>
<tr>
<td>Never</td>
<td>26</td>
<td>10.6</td>
<td>100.0</td>
</tr>
<tr>
<td>Total</td>
<td>246</td>
<td>100.0</td>
<td></td>
</tr>
</tbody>
</table>

**Source:** Formulated by the Author (Field Survey, 2012)
The table on the previous page show responses of 246 residents of Livingstone District, from selected townships on the maintenance of roads, by Livingstone City Council. The rating was made on the scale ranging from ‘very good’ to ‘very poor’.

The maintenance of roads by Livingstone City Council, was rated, as ‘very good’, by 1.65% of the respondents, while 11.0% rated the service provided, as ‘good’ and 22.8% of residents rated the service provided, as ‘fair’. In addition, 35.0% of the respondents rated the service, as ‘poor’, while 19.1% rated the service provided, as ‘very poor’. A further 10.6% of the residents indicated that, Livingstone City Council never maintained roads in their locality. A cumulative percentage show that 35.4% of residents, rated the service of maintenance of roads by the Council, from ‘fair’ to ‘very good’ while 64.6% rated service provision, from ‘poor’ to ‘never providing the service at all’.

Arising from the above statistics, it was clear that, the majority of the residents in Livingstone District were not impressed, with the level of maintenance of roads in Livingstone District. A majority of residents rated the service provided by the Council from ‘poor’ to ‘never providing the service at all’ as shown by the cumulative frequency, at 64.6%. The findings of the survey, like previous results in other areas, showed that the Council fall short of the resident’s expectation. A few residents who showed positive responses were those residing in the central business district and along roads such as airport and Lusaka road. Good roads were an important asset for enhancing development in the city and attracting tourists in the district. Good roads were an important factor that can attract investment. Roads were, however, costly to construct or maintain especially for a financially challenged city, like Livingstone. It therefore needed innovation that could attract support from either external sources or private partners.

An investigation was conducted to establish the response of Livingstone City Council, to the Maintenance of the Drainage Systems in the residents’ locality. The study got samples from nine townships, three each from, a Low density, Medium Density and High Density areas. On the next page, is a pie chart showing statistics obtained from the study.
The chat above shows the responses of 246 residents of Livingstone District, from selected townships on the Maintenance of the Drainage Systems, by Livingstone City Council. The rating was made on the scale ranging from ‘very good’ to ‘very poor’.

The maintenance of the drainage Systems by Livingstone City Council, was rated, as ‘very good’ by 1.25% of the respondents, while 12.2% rated the service provided, as ‘good’ and 25.6% rated the service provided, as ‘fair’. In addition, 35.0% of the respondents rated the service as ‘poor’, while 20.7% rated the service provided as ‘very poor’. A further, 13.0% indicated that Livingstone City Council never maintained drainages in their locality. A cumulative percentage show that 39.0% of residents, rated the service of maintenance of drainages by the Council, from ‘fair’ to ‘very good’, while 61.0% rated the Council from ‘poor’ to ‘never providing the service at all’.

The above results established that the service provided by the Council ranged from ‘poor’ to ‘never providing the service at all’, as shown by the cumulative frequency at 61.0%. This was confirmed by a resident, from Libuyu Township who indicated as quoted on the next page:
Our township only sees activities on drainages when there is an outbreak of cholera. Most of the drainages in this township, were none existence, as a few that existed, were buried following a long period of neglect. I have seen some activity sponsored by the RDCs, but much of the area was not serviced. We are lucky that this area is sandy and the water disappears soon after the rains, otherwise we could have been sleeping in water, (Mr. Mwiinga Mungala, Interviewed at Libuyu Township, in June, 2012).

The above testimony and many others revealed that, the Council was unable to service its community in respect of drainages. Drainages were critical to prolonging the life span of roads. Drainages were further an important infrastructure that directs contaminated water to appropriate places, thereby, reducing incidences of diseases in the locality. The survey, had therefore, concluded that, there was poor service provision in respect of drainage maintenance in Livingstone District.

To conclude the investigation on service provision, a further investigation was conducted to establish the response of Livingstone City Council, to the general provision of various services to the residents’ locality. The study gathered samples from nine townships, three each from, a Low density, Medium Density and High Density areas. Below were the results of the survey:

**TABLE 6.2.4, QUALITY OF VARIOUS SERVICES PROVIDED BY LIVINGSTONE CITY COUNCIL IN GENERAL**

<table>
<thead>
<tr>
<th>Valid</th>
<th>Frequency</th>
<th>Percent</th>
<th>Cumulative Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very Poor</td>
<td>38</td>
<td>15.4</td>
<td>15.4</td>
</tr>
<tr>
<td>Poor</td>
<td>100</td>
<td>40.7</td>
<td>56.1</td>
</tr>
<tr>
<td>Fair</td>
<td>92</td>
<td>37.4</td>
<td>93.5</td>
</tr>
<tr>
<td>Good</td>
<td>14</td>
<td>5.7</td>
<td>99.2</td>
</tr>
<tr>
<td>Very Good</td>
<td>1</td>
<td>.4</td>
<td>99.6</td>
</tr>
<tr>
<td>Never Serviced</td>
<td>1</td>
<td>.4</td>
<td>100.0</td>
</tr>
<tr>
<td>Total</td>
<td>246</td>
<td>100.0</td>
<td></td>
</tr>
</tbody>
</table>

*Source: Formulated by the Author (Field Survey, 2012)*

The table on the previous page show the responses of 246 residents of Livingstone District, from selected townships, on the general provision of various services by Livingstone City Council. The rating was made on the scale ranging from ‘very good’ to ‘very poor’. 
The general provision of various services by Livingstone City Council was rated, as ‘very Poor’, by 15.4% of the respondents, while 40.7% rated the general service provision, as ‘poor’ and 37.4% rated the general service provision, as ‘fair’. In addition, 5.7% of the respondents rated the general provision of various service, as ‘good’, while 0.4% rated the general provision of various service, as ‘very good’. A further, 0.4% of the residents indicated that Livingstone City Council never serviced their locality.

The above results show that majority or Livingstone residents were not impressed with the various services provided by Livingstone City Council in general. The majority of residents rated service provision by Livingstone City Council, from ‘poor’ to ‘very poor’, totalling at 56.1%. From the foregoing, the study revealed that Livingstone residents were generally not happy with the provision of a broad-spectrum of services by Livingstone City Council.

Further, residents indicated that another service expected from the Council was the maintenance of the burial site. Most residents indicated that the site was neglected and triggered bad memories every time they visited the burial site. One resident of Zambia Youth, narrated as quoted below:

The grave was every one’s home and needed to be taken care of. The state of the grave gives a feeling as though we don’t love the people once they die. It is like I am merely dumping the loved ones every time I visited the grave yard. Something needed to be done. The grave is a place for both the rich and the poor and taking care of that place can go a long way in reviving the Councils lost image. (Ms. Luyando Mungala, interviewed at her resident in Zambia Youth Township, on 10 November, 2012).

The above testimony unveiled an important element bordering on the Council’s image. The burial site was visited by people of all status and could be the starting point for image building, as suggested by the resident of Zambia Youth. In conclusion, it was clear that Livingstone City Council, lagged behind in service provision. The study revealed that, the Council fared poorly in all areas of service provision, to its local communities. Some services, such as, garbage collection and cesspit emptying had potential to generate revenue for the Council, which could have been ploughed back into the activity, to procure more vehicles. In addition, the Council could have involved the business community, in respect of some services, such as, maintenance of the burial sites, as it is an area that attracted attention of
many individuals, being one of the frequently visited areas by people from all classes of the society. Further, the maintenance of drainages could have been enhanced with the involvement of the local communities.

6.3 Correlation between Satisfaction Levels of Service Delivered and Community Response to Payment of Levies

This section, determined the correlation between levels of satisfaction among the community, with respect to the service delivered by Livingstone City Council and the manner the communities responded, in terms of, adherence to payment of levies. The section, established the relation that existed, based on a number of variables investigated. In the study, the variable, ‘payment of rates to Livingstone City Council’ and ‘the perception of residents on the general quality of services provided by Livingstone City Council’ were crossed to determine the correlation. Secondly, the study crossed the variable representing, ‘payment of rates to Livingstone City Council’ and ‘the residential areas’.

Essentially, the general satisfaction levels, with respect to the services provided by Livingstone City Council, were determined by the perception given by the residents on the general quality of services delivered. The rating of quality of service delivery by the residents, ranged from ‘very poor’ indicating the worst level of satisfaction with the services, to ‘very good’ suggesting high satisfaction level, for the services provided by Livingstone City Council. Below is an outline of the studies conducted on the general satisfaction of residents on service delivery and subsequent responses of the residents to payment of levies.

An investigation was undertaken to establish, the correlation between quality of service delivery and mobilisation of revenue at Livingstone City Council. The study sought to establish the correlation, in respect of levies collected by the Council in the light of the quality of service delivery, which essentially reflected the level of satisfaction.

To investigate the above matter two variables were crossed one representing the ‘payment of rates to Livingstone City Council’ and the other representing the ‘perception of residents on the general quality of services provided by Livingstone City Council’. On the next page, were, the findings of the study:
TABLE 6.3.1, GENERAL QUALITY OF SERVICES PROVIDED BY LIVINGSTONE CITY COUNCIL & RATES PAID TO LIVINGSTONE CITY COUNCIL

<table>
<thead>
<tr>
<th>GENERAL QUALITY OF SERVICES PROVIDED BY LIVINGSTONE CITY COUNCIL</th>
<th>RATES PAID TO LIVINGSTONE CITY COUNCIL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Do not Pay Rates</td>
</tr>
<tr>
<td>Very poor Count</td>
<td>2</td>
</tr>
<tr>
<td>% Within General Quality Of Services Provided By Livingstone City Council</td>
<td>5.3%</td>
</tr>
<tr>
<td>% Within Rates Paid To Livingstone City Council</td>
<td>25.0%</td>
</tr>
<tr>
<td>% Of Total</td>
<td>.8%</td>
</tr>
<tr>
<td>Poor Count</td>
<td>3</td>
</tr>
<tr>
<td>% Within General Quality Of Services Provided By Livingstone City Council</td>
<td>3.0%</td>
</tr>
<tr>
<td>% Within Rates Paid To Livingstone City Council</td>
<td>37.5%</td>
</tr>
<tr>
<td>% Of Total</td>
<td>1.2%</td>
</tr>
<tr>
<td>Fair Count</td>
<td>2</td>
</tr>
<tr>
<td>% Within General Quality Of Services Provided By Livingstone City Council</td>
<td>2.2%</td>
</tr>
<tr>
<td>% Within Rates Paid To Livingstone City Council</td>
<td>25.0%</td>
</tr>
<tr>
<td>% Of Total</td>
<td>.8%</td>
</tr>
<tr>
<td>Good Count</td>
<td>1</td>
</tr>
<tr>
<td>% Within General Quality Of Services Provided By Livingstone City Council</td>
<td>7.1%</td>
</tr>
<tr>
<td>% Within Rates Paid To Livingstone City Council</td>
<td>12.5%</td>
</tr>
<tr>
<td>% Of Total</td>
<td>.4%</td>
</tr>
<tr>
<td>Very Good Count</td>
<td>0</td>
</tr>
<tr>
<td>% Within General Quality Of Services Provided By Livingstone City Council</td>
<td>.0%</td>
</tr>
<tr>
<td>% Within Rates Paid To Livingstone City Council</td>
<td>.0%</td>
</tr>
<tr>
<td>% Of Total</td>
<td>.0%</td>
</tr>
<tr>
<td>Never Serviced Count</td>
<td>0</td>
</tr>
<tr>
<td>% Within General Quality Of Services Provided By Livingstone City Council</td>
<td>.0%</td>
</tr>
<tr>
<td>% Within Rates Paid To Livingstone City Council</td>
<td>.0%</td>
</tr>
<tr>
<td>% Of Total</td>
<td>.0%</td>
</tr>
<tr>
<td>Total Count</td>
<td>8</td>
</tr>
<tr>
<td>% Within General Quality Of Services Provided By Livingstone City Council</td>
<td>3.3%</td>
</tr>
<tr>
<td>% Within Rates Paid To Livingstone City Council</td>
<td>100.0%</td>
</tr>
<tr>
<td>% Of Total</td>
<td>3.3%</td>
</tr>
</tbody>
</table>

Source: Formulated by the Author (Field Survey, 2012)
The table on the previous page, is a cross tabulation of two variables, one representing a study on the ‘payment of rates to Livingstone City Council’, and the other representing the same residents’ rating of the general satisfaction on services provided by Livingstone City Council. The rating of general services provided was on the scale ranging from ‘very poor’ to ‘very good’. The study had a sample of 246 Livingstone residents form low, medium and high density areas.

A total of 191 respondents, representing 77.6% of respondents, were not applicable to the study, as they lived in rented houses and therefore, were not aware if their landlords paid rates or not. Only 55 residents, representing 22.4% of respondents lived in their own houses. Of the 55 respondents who lived in their houses, 8 residents, representing 3.3% of respondents, indicated that they did not pay rates, 21 residents, representing 8.5% indicated that they paid rates and knew the amounts as confirmed by the Council, while 26 residents representing 10.6% of respondents indicated that they paid rates to the Councils but failed to state the amount they were paying for the housing unit they owned. Ordinarily, the 26 residents who indicated that they paid rates but failed to state the amount, were in effect not paying rates and were therefore lumped in the cluster of residents who did not pay rates. This makes the total number of residents who were not paying rates to 34 representing 61% of the respondents.

The overall total of 55 sampled residents who owned housing units in Livingstone District, 34 of them, representing 61.8% of the respondents did not pay rates, while 21 residents representing 38.2% of respondents, paid rates. Of the 21 residents who paid rates to the Council, majority of them totalling to 12 residents, representing 57.1% of respondents, rated the quality of services provided by Livingstone City Council from ‘fair’ to ‘good’, while 9 residents representing 42.9% of respondents, rated the services provided by Livingstone City Council from ‘poor’ to ‘very poor’. Of the 34 residents who did not pay rates, a majority of them totalling to 20 residents, representing 58.8% of respondents rated the quality of service provided by Livingstone City Council from ‘poor’ to ‘very poor’, while 10 residents representing 29.4% of respondents, rated the services provided by Livingstone City Council as ‘fair’ and 4 residents representing 11.8% of respondents, rated the quality of services provided by Livingstone City Council from ‘good’ to ‘very good’.

The results of the study revealed that, a majority of the respondents who negatively rated the quality of services provided by the Council were not paying
rates while the majority of the residents who positively rated the quality of services provided by Livingstone City Council, showed commitment to the payment of rates. Therefore, the study showed that when the quality of service provision by Livingstone City Council was appreciated by the community, they were willing to pay rates to the Council. Appreciation of the quality of services delivered; imply high level of satisfaction among the residents. In this respect, the study established that, the yield of levies was high among residents who were satisfied with the services provided by the Council, and lower among residents who were not satisfied with the Councils quality of service delivery. The study therefore established a positive correlation between quality of service provision or levels of satisfaction and the willingness to pay rates. The better the quality of services provided the higher the levels of satisfaction and the more the revenue in form of rates collected by the Council.

A further survey was undertaken, to establish the community response to payment of rates, to Livingstone City Council, by residents in various clusters of residences, that is, Low Density, Medium Density and High Density areas. The significance of the survey was that, the level of service delivery in various clusters of residences varied as established in the previous sections. This survey, therefore, sought to establish, whether there was a correlation between level of service delivery based on the quality of service in a residential area and the level of commitment by the residents to the payment of rates. The results of the survey are presented in the cross tabulation table on the next page.
## TABLE 6.3.2, RESIDENTIAL AREAS & PAYMENT OF RATES TO LIVINGSTONE CITY COUNCIL

<table>
<thead>
<tr>
<th>RESIDENTS</th>
<th>RATE PAID TO LIVINGSTONE CITY COUNCIL</th>
<th>Do not Pay Rates</th>
<th>Pay &amp; know the Amount</th>
<th>Pay but do not Know the Amount</th>
<th>Not Applicable</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low Density</td>
<td>Count</td>
<td>0</td>
<td>11</td>
<td>1</td>
<td>50</td>
<td>62</td>
</tr>
<tr>
<td>% Within Residents</td>
<td>.0%</td>
<td>17.7%</td>
<td>1.6%</td>
<td>80.6%</td>
<td>100.0%</td>
<td></td>
</tr>
<tr>
<td>% Within Rates Paid To Livingstone City Council</td>
<td>.0%</td>
<td>52.4%</td>
<td>3.8%</td>
<td>26.2%</td>
<td>25.2%</td>
<td></td>
</tr>
<tr>
<td>% Of Total</td>
<td>.0%</td>
<td>4.5%</td>
<td>.4%</td>
<td>20.3%</td>
<td>25.2%</td>
<td></td>
</tr>
<tr>
<td>Medium Density</td>
<td>Count</td>
<td>8</td>
<td>6</td>
<td>12</td>
<td>58</td>
<td>84</td>
</tr>
<tr>
<td>% Within Residents</td>
<td>9.5%</td>
<td>7.1%</td>
<td>14.3%</td>
<td>69.0%</td>
<td>100.0%</td>
<td></td>
</tr>
<tr>
<td>% Within Rates Paid To Livingstone City Council</td>
<td>100.0%</td>
<td>28.6%</td>
<td>46.2%</td>
<td>30.4%</td>
<td>34.1%</td>
<td></td>
</tr>
<tr>
<td>% Of Total</td>
<td>3.3%</td>
<td>2.4%</td>
<td>4.9%</td>
<td>23.6%</td>
<td>34.1%</td>
<td></td>
</tr>
<tr>
<td>High Density</td>
<td>Count</td>
<td>0</td>
<td>4</td>
<td>13</td>
<td>83</td>
<td>100</td>
</tr>
<tr>
<td>% Within Residents</td>
<td>.0%</td>
<td>4.0%</td>
<td>13.0%</td>
<td>83.0%</td>
<td>100.0%</td>
<td></td>
</tr>
<tr>
<td>% Within Rates Paid To Livingstone City Council</td>
<td>.0%</td>
<td>19.0%</td>
<td>50.0%</td>
<td>43.5%</td>
<td>40.7%</td>
<td></td>
</tr>
<tr>
<td>% Of Total</td>
<td>.0%</td>
<td>1.6%</td>
<td>5.3%</td>
<td>33.7%</td>
<td>40.7%</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>Count</td>
<td>8</td>
<td>21</td>
<td>26</td>
<td>191</td>
<td>246</td>
</tr>
<tr>
<td>% Within Residents</td>
<td>3.3%</td>
<td>8.5%</td>
<td>10.6%</td>
<td>77.6%</td>
<td>100.0%</td>
<td></td>
</tr>
<tr>
<td>% Within Rates Paid To Livingstone City Council</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td></td>
</tr>
<tr>
<td>% Of Total</td>
<td>3.3%</td>
<td>8.5%</td>
<td>10.6%</td>
<td>77.6%</td>
<td>100.0%</td>
<td></td>
</tr>
</tbody>
</table>

Source: Formulated by the Author (Field Survey, 2012)

The above table is a cross tabulation showing 246 respondents, who lived in low, medium and high density areas of Livingstone District, presented in the rows and their responses on the payment of rates, presented in columns. A total of 246 respondents were sampled. Respondents who lived in low density areas, were 62, while 84 respondents lived in medium density areas, and a further 100 respondents lived in high density areas. A total of 8 respondents indicated that they did not pay rates, while 21 respondents indicated that they paid rates and knew the amounts as confirmed by the Council, and a further, 26 respondents indicated that they paid rates to the Council, but failed to state the amount they were paying. An additional 191 were not applicable to the study as they were living in rented houses.

A total of the 21 residents, who paid rates and knew the amount payable, 11 representing 17.7% within its cluster were from low density areas, 6 representing 7.1% within its cluster were from medium density area while 4 representing 4.0% within its cluster were in high density areas. In addition, of the 26 residents who
indicated that they paid rates to the Council, but failed to state the amount they paid, only 1, representing 1.6% within its cluster, was from low density areas, 12 representing, 14.3% within its cluster, were from medium density areas, while 13 representing, 13.0% within its cluster, were from high density areas. Further, of the 8 residents who indicated that they were not paying any rates to the Council, all of them were from medium density areas representing 9.5% within the cluster. Similar to the results of table 6.3.1, the 26 residents who indicated that they paid rates but failed to state the amount were probably not paying rates.

The results of the study show a strong correlation between the areas of residents and the willingness of residents to pay levies to the Council, rates, in particular. The results of the study showed that the majority of residents from low density areas were more willing to pay rates in comparison to those living in the two other clusters. The residents from medium density were second on the ladder, while residents from high density areas were at the bottom of the ladder. With regards to residents who indicated that they did not pay rates, none of them belonged to low or high income areas as all of them fall in the medium density cluster. This does not, however, change the conclusion of the study. Considering that the study showed that the quality of service delivery was far much better in low density areas compared to high density areas, it therefore follows that the level of satisfaction with respect to service delivery in low density residential areas was higher than the level of satisfaction among residents in high density areas.

The results of the study had, therefore, revealed that compliance to the payment of rates in low density areas was higher and comparatively low in high density areas. This was most probably attributed to comparatively better services provided by the Council, in low density areas compared to high density areas. Similar, to the previous survey, the general revelation of the study was that, there were low levels of revenue in form of rates, among Livingstone residents, which was essentially attributed to dissatisfaction due to the poor quality of services provided.

### 6.4 Participation of Local Communities and Civil Society Organisations
Participation of the local communities, including civil societies, is an important aspect of enhancing service delivery of the Local authorities. Local authorities need the support from its communities, if they are to succeed in service delivery.
Participation enhances transparency, accountability, decision making, partnerships, focused service delivery and efficiency. The Canadian International Development Agency (2005) quoted in Ayele Z, (2008:27), noted as quoted below:

By shifting decision making power, from the centre to district level, therefore, the government aspires to empower the local community, in particular, the poor to take part and enjoy the full advantage of developmental activities. Furthermore, it aims to enable the local community to participate, negotiate and influence the decision making processes concerning local matters. In addition, it aims to create systems, which allow the local people to control the local authorities and hold them accountable.

The Councillors, normally come from the local communities and were democratically elected to represent the community. Resolutions of the Council are expected to represent the views of the community, as Councillors were expected to make consultations with the community and present to the meeting, the community’s views. Involvement of the local community and the civil societies, therefore, guaranteed the implementation of local priorities, with regard to service delivery. People’s participation instils a sense of belonging and enhances patriotism, which had potential to enhance support and commitment to payment of mandatory charges, such as property rates, hence widening the revenue base and foster innovation in revenue generation. The local leadership in the civil societies have an immense understanding of their localities. The leaders were, therefore, likely to provide important information on the efficient and effective ways of revenue collection from the remotest parts of the District.

This section investigated the level of participation at Livingstone City Council. The study determined the levels of community and civil society’s participation in organised Council meetings, either to discuss matters of common interest, or engagement in voluntary community works and the frequency of such meetings. It then determined the levels of participation, by the residents of different communities, segmented in three categories, namely, low, medium and high density areas.

To determine the levels of participation between Livingstone residents and the Council, a study was undertaken, whereas, residents of Livingstone District were asked to state, if they participated in Council organised meetings, with the residents.
The nature of these meetings was that, Livingstone City Council would notify the residents through Resident and Ward Development Committee officials, to meet at a named venue to discuss a given subject, such as, matters of public health, land related issues, payment of mandatory charges and involvement in voluntary community work, among others. Below is a table showing the responses of the residents, on the participation in meetings, with Livingstone City Council.

**TABLE 6.4.1, PARTICIPATION IN MEETINGS AND VOLUNTARY COMMUNITY WORK IN LIAISON WITH LIVINGSTONE CITY COUNCIL**

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td>Participate</td>
<td>74</td>
</tr>
<tr>
<td></td>
<td>Do Not Participate</td>
<td>172</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>246</td>
</tr>
</tbody>
</table>

*Source: Formulated by the Author (Field Survey, 2012)*

The frequency table above shows the number of respondents, who were asked if they participated in council organised meetings, on relevant issues, that affected their community. Of the 246 respondents, 30.1% indicated that they participated, while 69.9% indicated that they did not participate in meetings organised by the Livingstone City Council, on issues that affected their community.

Results of the study showed that, a majority of Livingstone residents did not participate in meetings related to council affairs. Participation in the context of this study, referred to attending meetings which were organised by the Council or being engaged in voluntary community work, such as maintenance of drainages and cutting down of grass among others. Most respondents indicated that they did not participate as they did not see the need. A majority of residents interviewed, expressed unwillingness to participate in the Council meetings and activities, on the ground that the Council was not responsive to their needs.

However, some residents indicated that, they actively participated in the Council meetings, especially with the Ward and Residence Development Committees. The study gathered that, those who actively participated indicated that they had seen some responses by the Council in some areas. A resident of Zambia
Youth, Ms. Luyando Mungala, (opcit), cited an example of drainages that were maintained following a request from the community. Some residents of Dambwa North equally indicated that, one of the paths used by residents coming from Airport Road to Dambwa North became a hazard, as people were often attacked for their valuables, such as, purses and mobile phones. It was revealed that, following the appeal in the meeting with the Council, the tall grass and shrubs, which posed as a safe haven for robbers, were cleared. Some residents who regularly attended council meetings indicated that, despite low levels of responses to their needs by the Council, they continued to attend the meetings as they were optimistic that the resolutions made in the meetings would help them in future.

Considering the revelations above, it was clear that there was need to undertake an aggressive sensitisation campaign to enlighten the residents, on the need to participate in various activities organised by, or in liaison with the Council. It is through such interactions, that the residents can present their pressing concerns to the Council. In addition, the Council can use such platforms, to enlighten the residents on the need to work together for a common goal. Such meetings, can further, be used to appeal to the residents on the importance of remitting statutory levies to the Council. Participation, presents an opportunity to both parties to address their interests.

Information gathered from the study, revealed that low levels of the Council’s responsiveness to the community’s needs had worn out their trust, hence their reluctance to interact with the Council. Most residents testified that, the Council eroded their faith, as the institution did little to deliver the expected services to the community. Nonetheless, participation is an important factor in the functioning of local authorities. Ayele Z, (2008:9), noted that public participation facilitated contact of the community with the public institutions. This created a favourable atmosphere for exchanging notes and getting to understand each other in depth, for the wellbeing of both parties.

A majority of the officials, who were interviewed at Livingstone City Council, indicated that they occasionally met with residents from various townships to discuss issues that affected them. Most officials from the Council indicated that, the Ward and Residence Development Committees in Livingstone District were very active. They stated that Residence Committees were in the forefront organising community based meetings and voluntary community works, even at the time when
the Council had relaxed. Nonetheless, majority of the Council officials indicated that, there was lack of appreciation of council meetings and participation in voluntary works among the residents, evident from the level of apathy, even when information on the dates and venues for the activities was adequately communicated to them.

Officials interviewed, from the Residence Development Committee, indicated that the meetings with Livingstone City Council were beneficial to them, although the biggest problem was that, the meetings were not held, as frequent as expected. The Council officials indicated that, through the “keep Livingstone clean initiative”, introduced by the Council, most residents were enlightened and supplemented the Council’s effort, by actively engaging in cutting down of grass and clearing the drainages around their vicinities.

Having established that, a significant number of residents participated in council organised meetings and voluntary works, the study investigated the frequency of the meetings in a year. The significance of this survey was to establish the level of importance the council attached to the meetings, as this had a bearing on the residents response to payment of council levies. It was implied that the high number of meetings signified that the Council attached great importance to the resident’s participation and vice versa.

A survey was therefore undertaken to determine the frequency of meetings between Livingstone residents and the Council. On the next page, is a Pie Chart, showing results, obtained from the study, on the frequency of meetings between Livingstone residents and the Council.
The chart above show the frequency of 74, of the 246 residents in selected townships of Livingstone District, who were asked to state the frequency of meetings between residents and the Council. It suffices to state that the results above represented only active residents who indicated that they participated in the Council meetings with the residents. Respondents, amounting to 1.2% indicated that, the meetings with the Council were regular, while 8.9% indicated that the meetings were occasional. An additional 33.7% of respondents indicated that, the Council rarely held meetings with the residents, while 0.4% indicated that, the Council never held meetings with the residents. A further 6.5% of the respondents indicated that they did not know the frequency of the meetings.

The above results showed that a significant number of residents, at 33.7% indicated that, the meetings of the Council with residents were rare. The study therefore concluded that meetings of the Council and local residents take place in the District, but the meetings were rare.

In the same vein, a study was undertaken to establish the frequency of interaction between the Council and Local Associations. In this study, representatives of the institutions, which included, the Ministry of Local
Government, the Zambia Tourism Board Livingstone Branch, Livingstone Tourism Association, Taxi and Bus Operators Association and the Market Traders Associations were interviewed to establish the degree of interaction with the association’s members.

Interviews with representatives of the local associations and institutions, such as, Market Traders Association, Taxi and Bus Operators Association, Livingstone Tourism Association and the Zambia Tourism Board, revealed that the Council frequently interacted with the local associations. A majority of the institutions’ representatives indicated that, they held meetings with Livingstone City Council on quarterly basis and sometimes met severally within a quarter to discuss other ad hoc issues, affecting their operation in the District.

The study further revealed that the frequency of the meetings between the Council and local associations had increased, in the light of the United Nations World Tourism Organisation (UNWTO) General Assembly that was expected to be jointly hosted by Zambia and Zimbabwe in September, 2013. The study gathered that, the Zambia Tourism Board had secured resources from the World Bank, which was jointly managed with the Council, aimed at enhancing the outlook of the city. The study also gathered that, the Council procured a front end-loader, a tractor, and office equipment from the fund, which was secured from the World Bank, as a result of existing partnerships.

The study gathered that the relation between Livingstone City Council, other relevant institutions and the local associations was cordial and more frequent compared to the relations with individual residents. This implied that the Council valued the relations with institutions and associations more than the residents. There was, however, need for the Council to engage more with the local communities in its activities, as this, had potential to enhance the level of funds mobilised, management of resources and subsequently service delivery. The benefits associated with participation had potential to increase the Councils revenue base, which could consequently enhance service delivery.

A further survey was undertaken to establish the levels of participation in council organised meetings with Livingstone residents from nine townships, three from each category of residences, categorised as: low density, medium density and high density areas. The significance of the survey was to establish the correlation of the level of service delivery and participation of residents from different clusters of
residential areas, that is, low, medium and high density, which showed different levels of service delivery. To do this, two variables were crossed, one consisting of residents of Livingstone in low, medium and high density areas, and the other variable consisting of responses of the same residents on participation. The table below show the results of a survey:

**TABLE 6.4.3, RESIDENTS & PARTICIPATION IN MEETINGS AT LIVINGSTONE CITY COUNCIL ON RELEVANT ISSUES**

<table>
<thead>
<tr>
<th></th>
<th>Participate</th>
<th>Do Not Participate</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low Density</td>
<td>22</td>
<td>40</td>
<td>62</td>
</tr>
<tr>
<td>% Within Residents</td>
<td>35.5%</td>
<td>64.5%</td>
<td>100.0%</td>
</tr>
<tr>
<td>% Within Participation In Meetings At Livingstone City Council On Relevant Issues</td>
<td>29.7%</td>
<td>23.3%</td>
<td>25.2%</td>
</tr>
<tr>
<td>% Of Total</td>
<td>8.9%</td>
<td>16.3%</td>
<td>25.2%</td>
</tr>
<tr>
<td>Medium Density</td>
<td>29</td>
<td>55</td>
<td>84</td>
</tr>
<tr>
<td>% Within Residents</td>
<td>34.5%</td>
<td>65.5%</td>
<td>100.0%</td>
</tr>
<tr>
<td>% Within Participation In Meetings At Livingstone City Council On Relevant Issues</td>
<td>39.2%</td>
<td>32.0%</td>
<td>34.1%</td>
</tr>
<tr>
<td>% Of Total</td>
<td>11.8%</td>
<td>22.4%</td>
<td>34.1%</td>
</tr>
<tr>
<td>High Density</td>
<td>23</td>
<td>77</td>
<td>100</td>
</tr>
<tr>
<td>% Within Residents</td>
<td>23.0%</td>
<td>77.0%</td>
<td>100.0%</td>
</tr>
<tr>
<td>% Within Participation In Meetings At Livingstone City Council On Relevant Issues</td>
<td>31.1%</td>
<td>44.8%</td>
<td>40.7%</td>
</tr>
<tr>
<td>% Of Total</td>
<td>9.3%</td>
<td>31.3%</td>
<td>40.7%</td>
</tr>
<tr>
<td>Total</td>
<td>74</td>
<td>172</td>
<td>246</td>
</tr>
<tr>
<td>% Within Residents</td>
<td>30.1%</td>
<td>69.9%</td>
<td>100.0%</td>
</tr>
<tr>
<td>% Within Participation In Meetings At Livingstone City Council On Relevant Issues</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
</tr>
<tr>
<td>% Of Total</td>
<td>30.1%</td>
<td>69.9%</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

**Source:** Formulated by the Author (Field Survey, 2012)

The above, is a cross tabulation table showing 246 respondents of Livingstone District, on one hand, showing a variable of low, medium and high density areas, and the other variable, consisting of responses on the levels of their participation in council meetings on issues affecting them.

Of the 246 respondents, 62 lived in low density areas, 84 lived in medium density areas, while 100 lived in high density areas. A total of 74 respondents,
representing 30.1% indicated that, they actively participated in council organised meetings while, 172 residents representing 69.9%, indicated that they did not participate in the meetings. Segmenting the respondents in each cluster of residence gave the following results: Of the 62 respondents, who lived in low density areas, 35.5% of them, indicated that they actively participated in council organised meetings, while 64.5% of them indicated that they did not participate. In addition, of the 84 respondents, who lived in medium density areas, 34.5% of them indicated that, they actively participated in council organised meetings while 65.5% indicated that, they did not participate. Further, of the 100 respondents, who lived in high density areas, 23.0% indicated that, they actively participated in council organised meetings, while 77.0% indicated that they did not participate.

The study revealed that there was high level participation in relative terms among residents in low density areas, at 35.5%, followed by residents in medium density, at 34.5%. At the bottom were residents from high density areas, at 23.0%. Although the difference in the level of participation between residents of low and medium density areas was not much, the study established a correlation.

The study gathered that the level of participation in low density areas was highest followed by the medium density areas and then the high density areas. This was contrary to the researcher’s presupposition. Considering that most residents in low density areas were in formal employment compared to those of medium and high density areas who were mostly in the informal sector, it was expected that residents in informal sector were highly likely to attend locally organised meetings, as they had a flexible schedule since they run their own businesses, as opposed to the formal sector employees, whose programmes were rigid as they depended on the employer’s discretion, to be granted permission to attend meetings.

The possible explanation to the above findings was most likely attributed to the general satisfaction of the services provided by Livingstone City Council, which was better in low density areas followed by medium density then the high density areas. The study concluded that, satisfaction in services provided, had a bearing on the levels of resident’s participation and consequently compliance to payment of levies to the Council.

The study revealed that there was generally poor service delivery in Livingstone District. The poor services eroded the confidence of the communities, who were unwilling to participate in council affairs. Participation had potential to
reconcile the two parties, as it was a good platform, on one hand, for the community to air their grievances and on the other hand, for the Council to educate the communities. In addition, low levels of participation was a missed opportunity for healthy partnerships which could have consolidated the communities influence in council affairs, including providing checks and balances in the management of resources. Further, community participation could have provided a platform for the community, to play an advisory role and provision of technical support, which could have enhanced the levels of management, by channelling resources to priority and needy areas.

It was revealed in the study that, although the Council had over the years, established strong links and partnerships with various stake holders, especially institutions, which provided technical, intellectual and material support, the linkage with the residents of Livingstone, was not developed enough to make significant impact in addressing some problems faced, such as, low levels of payment of rates and general awareness on the role of residents in enhancing service delivery.

In view of this, it was established that, there was a strong linkage between service delivery and mobilisation and management of resources, in that, poor service delivery by the council resulted in low levels of participation. Further, low levels of participation of residents in council affairs led to apathy in the payment of mandatory taxes to the Council. The situation above, placed the Council in a quagmire, as poor service delivery, led to dissatisfaction among Livingstone residents, who held back the payment of levies leading to low levels of revenue, which further limited the Council’s capacity to provide quality services to the communities.

This chapter discussed the level and quality of service delivery in Livingstone District and the link with mobilisation and management of resources. The next chapter presents the conclusions and recommendations of the study.
CHAPTER SEVEN

7.0 CONCLUSION AND RECOMMENDATIONS

7.1 Introduction
This chapter presents the conclusions and recommendations. The conclusions are based on the findings discussed in the four main chapters, following the analysis of the data. In addition, recommendations have been presented, based on the author’s view, on how performance, could enhanced at Livingstone City Council.

7.2 Conclusion
The first objective described the nature and extent of mobilisation of resources at Livingstone City Council. The study revealed that revenue at Livingstone City Council was solely generated from traditional sources, which included: levies, licences, rates, charges and grants from the Central Government. It was revealed that rates constituted the highest earner of revenue estimated to about 36% in 2012 and 32% in 2011. The second highest single revenue earner with the exclusion of government support was market levy, estimated at 6.62%, followed by bus and taxi levy, estimated at 0.62%. Central Government support was generally funds received in form of recurrent grants, grant in lieu of rates and Constituency Development Fund (CDF). Government support in form of grants was estimated at 10% of the total revenue in 2012 and 8% of the total revenue in 2011.

The study revealed that the Council did not explore other ways of generating revenue, such as, investing in money markets, domestic borrowing through the issuance of municipal bonds or venturing in infrastructure development through avenues, such as, Public-Private Partnerships, which was an efficient and more practical way of building infrastructure amidst financial difficulties.

The study revealed that Livingstone City Council accrued significant benefits from the tourism industry and its supporting sectors, which expanded the revenue base of the Council. As a result of the tourism industry, there was a corresponding boom in complimentary industries, such as, the transport sector, particularly, the taxi business, trade in curio and the hospitality industry, such as, hotels, lodges and guest houses and businesses operating in safaris, tours and travel. These industries provided employment to the local people who in turn provided a
source of reliable revenue in form of personal levy. In addition, the tourism complimentary industries were a direct source of revenue to the Council, through taxes and charges in respect of various forms of licences and property rates, among others.

However, the study revealed that although the tourism industry was of great benefit to the Council, it had great potential for further growth. The study revealed that the number of tourists visiting the district was much less compared to other cities in the region. It was revealed that the industry was still in its infancy compared to the regional competitors. The lag of the industry was attributed to inadequate infrastructure development and overseas marketing. In this regard, the study revealed that since the tourism sector had not developed to its potential in Livingstone District, the benefits from the sector were not realised to the fullest.

Arising from the above findings, in relation to the nature and extent of mobilisation of resources, the study, therefore, concluded that by restricting itself to traditional sources and methods of resource mobilisation, Livingstone City Council had forgone numerous opportunities to raise extra income from other avenues, which could have expanded its revenue base. The avenues the Council could have considered include: investment in money markets, issuance of municipal bonds, infrastructure development through, Public-Private Partnerships and privatisation of revenue collection. In addition, the study concluded that despite the benefits accrued from the tourism industry, revenue raised from the district did not make any significant impact, as the industry had not grown to its full potential due to poor management of the sector. The study, therefore, concluded that resources mobilised by Livingstone City Council, were not sufficient to support the needs of the Council’s budget for operations and service delivery.

The second objective identified the factors that restrained Livingstone City Council to effectively mobilise and manage resources. In this study, it was revealed that some firms operated without paying taxes to the Council. The Council was not able to collect revenue from various avenues within its locality. Most avenues, such as, bus and taxi levies and charges from lodges and guest houses, Grocery shops, butcheries, pharmacies, saloons, drug stores and liquor shops, as well as, cesspit emptying and garbage collection services, operated without remitting relevant levies to the Council. The study revealed that the Council was using an old billing register based on 2005 valuations. The old valuation register left out potential sources of
revenue and under billed some institutions which had transformed over the years, from residential housing units to commercial entities. Some residential housing units had transformed into Lodges and Guest houses, but continued to pay rates at residential rate. This was consistent with the findings of Lolojih (opcit), whereby he cited the failure of Lusaka City Council to update the valuation role, which compromised the ability to raise revenue.

The study revealed overwhelming incidences of fraud by council officials. Most field officers were lowly paid and engaged in a number of corrupt activities, such as, issuing forged receipts and conniving with traders to pay less than the official levies, which they did not receipt, among others. This was consistent with the findings of Momba, J.C, (opcit), in his study in Chongwe and Lusaka Districts. The study also gathered reports of indiscriminate clearance or downward adjustments of bills for clients in the system at a fee. The study revealed that fraudulent activities were a scheme done by a few individuals. Fraud was particularly common at the points of collection. This was escalated as a result of poor monitoring of field workers by supervising officials at Livingstone City Council.

The study showed that unlike other cities in the country, there were low levels of political activities in market places in Livingstone. This was attributed to local management agencies, established by the Council management to run the affairs of the markets. These included the East Management Centre, responsible for all markets in the eastern side of Lusaka Road and the West Management Centre, responsible for markets in the western side of Lusaka road. However, there were pockets of call boys around the taxi ranks, who frequently demanded for money from taxi drivers. The scourge was, however, minimal and posed no serious threat to compromise the amount of revenue collected by Livingstone City Council.

Nevertheless, the study revealed significant levels of political influence on the running of council affairs. It was revealed that there were squabbles, suspicion and lack of support for each other, among Councillors in the chamber. Differences were a result of varying political orientation, that is, either from the opposition or the ruling party. The study revealed that some programmes meant to benefit the community, were not supported by either the Councillors from the opposition party or the ruling party, if perceived as a danger to their political career. This was a result
of mistrust, undue suspicion and fear of losing political mileage among others. This had negatively affected the level of resources mobilised for service delivery.

The study revealed elements of financial mismanagement at Livingstone City Council. Management at the Council, had disregard for the provisions of the budget. There were high elements of variations of funds in the budget, revealed that study. The study revealed that, funds were mostly varied from viable capital projects and service delivery, to short term administrative programmes such as workshops and seminars. The study further revealed elements of fraud at Livingstone City Council. For instance, the Auditor General’s report showed funds expended without supporting documents. There were further high incidences of unretired imprest of over K30,000,000.00 in 2011, which in turn affected service delivery, (GRZ, Auditor General’s Report, 2012). The Auditors report also showed that the capital projects were not implemented, despite being allocated funds in the budget.

In addition, Livingstone City Council misapplied the sum of K14,000,000.00 by purchasing sports kits using Constituency Development Funds, (GRZ, Auditor General’s Report, 2012). The study further revealed that a grant meant for workers salaries was used to procure vehicles for management staff. Poor management of funds, observed at Livingstone City Council, was consistent with the observation made by Momba, J.C, (opcit) in Lusaka and Chongwe Districts where he identified lack of transparency and accountability as a serious problem in most local authorities.

The study revealed high levels of apathy in the payment of mandatory levies, such as, personal levy, property rates taxi and market levies. For instance, the study of adults in the age group 18 to 60 years, consisting of 246 residents of Livingstone District, which was undertaken to establish the number of residents who paid and those who did not pay personal levy within Livingstone District. It was revealed that 16.3% of the residents indicated that they paid personal levy to the Council against 83.7% who stated that they did not pay personal levy to the Council. In addition, the estimated income from property rates, was pegged at K7,779,426,476.00, in 2012 and K5,060,665,768.68, in 2011, in relation to 6,400 housing units excluding commercial property. This shows the gravity of the level of apathy in Livingstone district, which posed as an impediment to revenue collection.

Arising from the above findings on the restraints to mobilisation and management of resources, the study concluded that most of the impediments faced,
arouse as a result of human factor. Restraints faced were predominantly a result of management failure to put systems in place and to observe existing systems to ensure prudent mobilisation and management of resources. As observed, the old billing register resulted in under billing and leaving out potential clients, leading to low levels of revenue. In addition, high elements of financial misappropriation, fraud and unretired imprest, depleted the Council's treasury. Further, political interference and squabbles among Councillors, coupled with apathy in paying mandatory levies by the residents negatively affected the financial base of the Council making it incapable of meeting its obligation of service delivery.

The third objective, determined the institutional capacity of Livingstone City Council. The study revealed that Livingstone City Council was in financial turmoil. Revenue generated was far below the budgeted amounts. On average, for the period 2002 to 2012, the revenue generated was below 70% of the expected budget provisions. The findings were consistence with the results of Chongwe R.M.A. (1994), in his study of the Zambian Local Authorities.

Additionally, the study revealed that the marginal increase in the budget estimates in each successive year was significantly low, considering economic shocks and instability in the Zambian macro-economic indicators in the same period. High inflation rate and the constant depreciation of the Kwacha, was expected to heighten the marginal increase of the budget. In addition, the increase in the role of Local Authorities world over was expected to result in considerably higher marginal increases in successive budgets in each of the corresponding financial years.

In the absence of sufficient financial resources, the Council was not able to procure equipment and machinery for service delivery. The study revealed that Livingstone City Council had serious deficit of essential equipment, for day to day operation, to facilitate service delivery. The study revealed that the entire Council, had 4 fire fighting engines, 2 waste management equipment, 1 front-end loader, 1 grader and 1 housing unit, as at 31 December, 2012, (Public Relations Officer Report, 2012). The study gathered that the main reasons attributed to failure by the Council to acquire relevant assets and technologies for effective provision of service delivery, included the following: lack of will from the leadership and management; setting wrong priorities; failure to innovate; servicing of huge debt and finally insufficient finances. Further, the study gathered that the Council did not embrace the use of ICT such as mobile technology in the billing of clients, the internet to
interact with its customers and had no website, which could have been informative to the Council’s various stake holders.

Further, the study showed low levels of education among staff for the posts held at Livingstone City Council. Most of the departments had skills gap, whereas, positions which required degree holders were occupied by certificate holders. This was consistence with the findings of Lolojih P. (2008) in his PhD thesis, where he investigated the factors that explained the inability of local authorities to efficiently deliver adequate quality services in the case of Lusaka City Council, Choma Municipal Council and Luwingu District Council. The study revealed the following factors as some of the elements that led to low levels of qualified staff: high rate of staff exodus; financial impotency; inadequate implementation of the training plan; inappropriate staff establishment; and a huge wage bill which eroded the financial base. By December 2012, Livingstone City Council had 80 vacant posts, most of which were at management level and other specialised fields.

Considering the findings above on the institutional capacity of Livingstone City Council, it was concluded that Livingstone City Council had no capacity to offer effective and efficient service delivery to its communities in the District. As revealed, the Council was not able to meet its budget provisions in all the years reviewed. With inadequate finances, the Council was not able to procure equipment to engage in service delivery. In addition, the Council was not able to procure and update its technology to enhance resource mobilisation, through modern billing systems. Further, the Council had no human capacity in both numbers and skills to enhance its performance.

The fourth and last objective of the study, established a link between mobilisation and management of resources with service delivery. The study revealed that, there was poor service delivery in all seven (7) areas investigated. The areas included: garbage collection, provision of street lighting, cutting down of trees and grass, fire fighting, maintenance of roads and maintenance of the drainage systems. The majority of respondents rated the services provided in all six areas, from ‘poor’ to ‘very poor’. Particularly, in the study conducted among 246 residents of Livingstone District to establish the response of Livingstone City Council to the general provision of various services to the residents’ locality, the majority of residents at 56.1%, rated service provision by Livingstone City Council from ‘poor’ to ‘very poor’, while only 6.1%, rated service provision from ‘good’ to ‘very good’.
The study revealed better services among residents in low density areas followed by those in medium density areas, while residents from high density areas showed the waste ratings of services provided.

With regards to participation, the study revealed low levels of participation by Livingstone residents in council organised meetings. The study showed that Of the 246 respondents, 30.1% indicated that they participated, while 69.9% indicated that they did not participate in meetings organised by Livingstone City Council, on issues that affected their community. The study showed improved levels of participation among residents living in low density areas, followed by those in medium density areas, trailed by residents in high density areas. The enhanced level of service provision in low density areas was the reason for improved participation among residents in that cluster. The study showed that the low levels of resident’s participation negatively affected service delivery, as well as, the collection of revenue from the community.

In a survey conducted to establish the community’s response to payment of rates to Livingstone City Council by respondents from various clusters of residences, that is, Low Density, Medium Density and High Density areas in relation to the quality of service delivery by Livingstone City Council, results showed a strong correlation between the areas of residents and the willingness of residents to pay rates. The results of the study showed that the majority of residents, who paid rates at 17.7%, were from low density areas compared to 7.1% from medium density and 4.0% from high density areas, while a bigger proportion of the residents of above 60% were living in rented houses.

In addition, a survey was undertaken to establish the correlation between quality of service delivery and mobilisation of revenue at Livingstone City Council. In the study, 61.8% of the respondents, who negatively rated the quality of services, provided by the Council, did not pay rates while 38.2% of respondents who positively rated the quality of services provided by Livingstone City Council, paid rates. The study concluded that, there was direct correlation between service delivery and mobilisation and management of resources. The study showed that, poor service delivery, led to resentment of the community, thereby withholding the payment of levies leading to low levels of funds mobilised. Low levels of resources incapacitated management to procure relevant resources to enhance service delivery in Livingstone District.
Arising from the above findings with regard to service delivery and linkage with mobilisation and management of resources, the study concluded that, service delivery was generally poor in Livingstone District. In the wake of poor service delivery, most residents did not participate in voluntary community works or in meetings organised by the Council and were further not willing to pay mandatory fees such as personal levy and rates to the Council. A linkage was therefore established between service delivery and mobilisation and management of resources in Livingstone District, in that, poor service delivery led to resident’s resentment to participate in community works and council meetings, as well as, unwillingness to pay levies to the Council which propagated low levels of resource mobilisation and negatively affected the management of the same resources.

7.3 **Recommendations**

The purpose of this section is to recommend measures that may be considered to enhance the mobilisation and management of resources at Livingstone City Council. The study identified a number of weaknesses in the system and therefore lay down some recommendations that could contribute in bettering the revenue base and service delivery.

The study had established that the mobilisation of funds by Livingstone City Council was restricted to traditional types of revenue collection. Although the Council had consistently experienced chronic financial difficulties, there was evidently no attempt to change its mode of generating revenue. The study had shown that there were various available options that the Council could have harnessed to improve its revenue base and consequently service delivery. One such interesting feature was privatisation of the revenue collection system as advanced by Sekiziyivu (R, 2009:50) who undertook a study in Makindye Division of Kampala in Uganda and Charles J. Billand (2005:2), who prescribed the paradigm shift, which entailed raising revenue from locally based investment potentials, within the Council’s locality. It is therefore recommended that, Livingstone City Council undertake a comprehensive study and investigate the two features in order to determine the potential and viability of replicating the two methods of mobilising funds in Livingstone District.

Owing to the potential and growing tourism sector in the country, with Government commitment for diversification, there was need for the Leadership at
Livingstone City Council to seriously develop a business proposal on how they can improve the city’s image, which should be supported by the central Government.

The Council showed serious deficit with regards to essential assets to enable it efficiently provide services to its publics. There was urgent need for Livingstone City Council to procure relevant essential assets to help in providing acceptable services to the people. It had been proved that such assets had potential for self-sustenance if well managed.

The study revealed that, systems used by the Council in the mobilisation of revenue had a number of weaknesses. The amount of revenue loss was substantial and needed innovation to change the status quo. There was need for Livingstone City Council to seriously undertake a feasibility study to establish the possible use of modern technologies, such as, e-payment, e-billing and mobile technology, that were likely to reduce incidences of pilferage of resources by indecent officials. This, would further, improve efficiency through the bypass of cumbersome procedures.

The study revealed that the database for sources of revenue, which provided the Council its resources to operate, had not been updated over a long period of time. In the absence of an updated database, the Council would continue to operate merely to sustain its operations. Livingstone City Council should ensure that its database was urgently updated, to enhance the levels of revenue collected, in view of the vast industries which the tourism sector presents.

The study showed serious capacity gap in all departments at the Council. No amount of resources would, therefore, change the performance of the Council, unless if something was done to enhance the capacity of the Council employees. There was serious need to build capacity in all departments. The Council should recruit professional staff and train the existing potential for the change in attitude, behaviour and work culture.

The attributes demonstrated by leadership at Livingstone City Council, needed improvement if it were to effectively guide the workforce to develop the institution into a better and viable entity. There was, therefore, need to train the current leadership, both political and administrative, in facets that would enhance management of resources and service delivery.

The study revealed low levels of participation by the residents. Nonetheless, local Government’s were established on the premise of local participation. If the community was not participating, it was inconceivable to expect support from them.
However, their support was cardinal for the transformation of the Council to a viable entity. There was need, to seriously find modalities of engaging the residents of Livingstone in developmental efforts. Educational programmes could be developed and effective media used to educate the community. This can have far reaching benefits to both the Council and the community.
REFERENCES


## RESEARCH SCHEDULE

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INTERVIEW GUIDE (1) FOR MANAGEMENT AND SENIOR EMPLOYEES AT OPERATIONAL LEVEL IN VARIOUS DEPARTMENTS AT LIVINGSTONE CITY COUNCIL (LCC)

1. What is the average annual revenue earned by LCC?
2. What are the main sources of revenue at LCC?
3. Of all the revenue sources at the Council what are the five most revenue?
4. What has been the average annual revenue trend earned by LCC in the past 10 years, Increasing or decreasing?
5. What is the nature of revenue collected from the following (a) the private sector (b) tourism sector (c) the Central Government?
6. What are the methods used by LCC to mobilise resources?
7. Does LCC use any of the electronic fund transfer method in mobilising resources such as computer or mobile based fund transfers?
8. Does the Council have sufficient man power to undertake the activities of resource mobilisation?
9. Does LCC have sufficient vehicles to access remote parts of the city in the mobilisation of resources?
10. What other critical materials does the Council require in mobilisation of resources?
11. Do you have sufficient critical materials mentioned on the preceding question to effectively mobilise resources?
12. Is the LCC able to mobilise sufficient resources to undertake its mandate?
13. Is the LCC able to mobilise financial resources from all existing possible avenues in its jurisdiction?
14. If no, to the preceding question, what are the main problems that restrain it from doing so?
15. What factors restrain LCC from mobilising resources effectively and efficiently?
16. State the weaknesses in the revenues collection systems used by LCC?
17. What in your opinion should be done to mitigate the impediments mentioned on the preceding question?
18. To what extent do the political representatives such as cadres affect the mobilisation of resources and in what way?
19. What are the methods used by LCC to ensure effective management of resources?
20. Does LCC have any of the following management systems: (a) information technology; (b) financial management; (c) procurement; and (d) Human Resource systems; Kindly explain?
21. How would you rate the effectiveness of such systems mentioned in the preceding question?
22. What other mechanism is in place to ensure that resources available are properly managed?
23. Which activities account for the highest expenditure of revenue at LCC?
24. Do you think financial resources are managed well at LCC? If not explain your answer?
25. How often are council resources audited?
26. To what extent are employees at operational level consulted with respect to decision making on issues that affect them?
27. Do LCC employees have sufficient training to carry out their mandate especially in finance, IT, Procurement and Human Resource units?
28. To what extent is LCC recruiting employees based on the qualifications stipulated on the Job descriptions? Especially for middle & upper management employees?
29. Is LCC effectively using the skills existing among its personnel in the institution? Explain your answer?
30. Which category of employees has the highest vacancies at LCC or in your Department/Unit?
31. What are the skill levels of employees at LCC or in your Department/Unit?
32. What is the nature and extent of political influence exerted on LCC that interfere with management processes?
33. What role does the civil society and other interest groups play in management of affairs at LCC?
34. What is the nature and degree of participation of local communities in council affairs?
35. How receptive is LCC to suggestions by various social groups in its jurisdiction?
36. Are there any national policies that constrain or hinder the implementation of activities at LCC?
37. What kinds of services are provided by LCC to its various publics?
38. How would you generally describe the quality of services LCC provide to the various publics?
39. What are the constraints LCC is facing in the provision of services to its publics?
40. In what way have the limitations in mobilisation and management of resources generally affected service delivery?
41. Mention any negative effects on service delivery which are associated to limitations with Human Resource?
42. How has the Council’s inability to provide services it is mandated to, affected the levels of revenue collected?
43. How has insufficient assets and equipment affected service delivery at LCC?
44. What areas in the process of mobilising and managing resources need to be revised to improve service delivery?
45. To what extent would you attribute the problems in service delivery to limitations in mobilisation of resources?
46. To what extent would you attribute the problems in service delivery to lapses in the management of resources?
47. What is the extent of community involvement by LCC in terms of service delivery?
48. How has the tourism industry in general benefitted LCC in terms of service delivery?
49. Do you entirely attribute the problems of service delivery to the shortcomings in mobilisation and management of resources at LCC? Explain your answer.
INTERVIEW GUIDE (2) FOR GENERAL EMPLOYEES DIRECTLY INVOLVED IN SERVICE DELIVERY AT LIVINGSTONE CITY COUNCIL (LCC)

1. What kinds of services do you provide to the various publics?
2. How do you provide such services mentioned in the preceding question?
3. How would you generally describe the quality of services you provide to the various publics?
4. Does the council have sufficient man power to undertake the activities mentioned in the preceding question?
5. Does LCC have sufficient vehicles to provide effective services in remote parts of the city?
6. What assets, equipment and materials does the council require in the provision of services to its communities?
7. Do you have sufficient assets, equipment and materials mentioned on the preceding question to effectively provide services to the communities?
8. What challenges do you face in the provision of services to the communities?
9. What in your opinion should be done to mitigate the challenges mentioned on the preceding question?
10. To what extent do the political cadres affect your operations?
11. Does LCC allocate sufficient resources to your department to provide services to various publics? If not what do you think is the reason for its limitations?
12. Are you consulted with respect to decision making on issues that affect service delivery?
13. What role does the civic society and other interest groups play in service delivery at LCC?
14. Does the political environment in Livingstone District affect service delivery in any way?
15. What is the nature and degree of participation of local communities with respect to service delivery?
16. How receptive is LCC to suggestions by various social groups in its jurisdiction?
17. What are the constraints LCC is facing in the provision of services to its publics?
18. Mention any negative effects on service delivery which are associated to limitations with Human Resource?
19. To what extent would you attribute the problems in service delivery to lapses in the management of resources?
20. What is the extent of community involvement by LCC in terms of service delivery?
21. How has the tourism industry in general benefitted LCC in terms of service delivery?
INTERVIEW GUIDE (3) FOR EMPLOYEES FULLY OR PARTIALLY INVOLVED IN REVENUE COLLECTION AT LIVINGSTONE CITY COUNCIL (LCC)

1. What is the average annual revenue do you collect as an individual?
2. What sort of finances do you collect for LCC?
3. What are other main sources of revenue are you aware of at LCC?
4. What has been the average revenue trend you have been collecting? Increasing or decreasing?
5. What is the nature and extent of revenue do you collect from the private sector?
6. Is there specific revenue associated to the tourism industry?
7. How do you collect the finances for LCC?
8. Is there a way that can be done to improve the method of revenue collection at LCC, explain?
9. Are you able to mobilise financial resources from all existing possible avenues in its jurisdiction?
10. If no, to the preceding question, what are the main problems that restrain you from doing so?
11. What factors restrain your Department/unit from effectively collecting finances?
12. State the weaknesses in the revenues collection systems used by LCC?
13. What is the nature and extent of political influence is exerted on revenue collection at LCC especially by cadres?
14. What is the extent and nature of involvement by the civic society in council affairs with respect to revenues collection?
15. What is the nature and degree of participation of local communities in revenue contribution?
16. Has the council got sufficient man power to collect revenue in your Department/Unit?
17. How many personnel are available in your Department/Unit?
18. Which category of employees has the highest vacancies in your Department/Unit?
19. What are the skill levels of employees in your Department/Unit?
20. Are all the positions filled in your Department/Unit? If not what are the vacancy levels?
21. What are the methods used by LCC to ensure effective management of resources?
22. What systems are in place to streamline operations in the day to day activities relating to the collection of revenue?
23. How would you rate the effectiveness of such systems mentioned in the preceding question?
24. How many personnel are available in your Department/Unit?
25. Which category of employees has the highest vacancies in your Department/Unit?
26. What are the skill levels of employees in your Department/Unit?
27. Are all the positions filled in your Department/Unit? If not what are the vacancy levels?
28. Is there a mechanism in place that ensures that resources available are properly managed?
29. What percentage of the Council’s revenue is allocated to your department/unit?
30. Does the structure of your Department or unit have any effect in revenue collection? Explain.
31. What in your opinion should be done to mitigate the weaknesses mentioned on the preceding question?
32. Do you think financial resources are managed well at LCC? If not explain your answer?
33. Do you think council management contribute to inefficiency with respect to management of financial resources? In yes, explain how?
34. What possible factors would you attribute as causes of some of the financial problems?
35. Is there a penalty subjected to individuals or institutions that default payment of levies?

______________________________
INTERVIEW GUIDE (4) FOR THE MAYOR, DEPUTY MAYOR, TOWN CLERK AND COUNCILLORS AT LIVINGSTONE CITY COUNCIL (LCC)

1. Has the average annual revenue earned by LCC been increasing or decreasing in the last 10 years?
2. What are the possible reasons for the observed trend in revenue as in the preceding question?
3. What forms of partnership exist between the council on one hand and the private and tourism sector on the other hand with regards to the mobilisation of resources?
4. Do you think the methods used by LCC to mobilise resources are sufficient? Explain.
5. Are there any other methods of resource mobilisation you would recommend to the council?
6. Does the council have sufficient man power to undertake the activities of resource mobilisation?
7. Does LCC have sufficient vehicles to access remote parts of the city in the mobilisation of resources?
8. What other critical materials or tools does the council require in mobilisation of resources?
9. Is the LCC able to mobilise sufficient resources to undertake its mandate?
10. Is the LCC able to mobilise financial resources from all existing possible avenues in its jurisdiction?
11. If no, to the preceding question, what are the main problems that restrain it from doing so?
12. What factors restrain LCC from mobilising resources effectively and efficiently?
13. State the weaknesses in the revenues collection systems at LCC?
14. To what extent do the political representatives such as cadres affect the mobilisation of resources?
15. What are you doing to caution political interference by cadres in the collection of resources?
16. What mechanism is in place to ensure that resources available are properly managed?
17. What role do you play with regards to management of resources at LCC?
18. Which activities in the Council account for the highest expenditure of revenue at LCC?
19. Do you think financial resources are managed well at LCC? If not explain your answer?
20. Is LCC effectively using the skills existing among its personnel in the institution? Explain your answer?
22. What role does the civic society and other interest groups play in management of affairs at LCC?
23. How has been the political trend as regards representation of the ruling parties with respect to Councillors and Members of Parliament at LCC?
24. What is the nature and degree of participation of local communities in council affairs?
25. How receptive is LCC to suggestions by various social groups in its jurisdiction?
26. Are there any national policies that constrain or hinder the implementation of activities at LCC?
27. What kinds of services are provided by LCC to its various publics?
28. How would you generally describe the quality of services LCC provide to the various publics?
29. What are the constraints LCC is facing in the provision of services to its publics?
30. In what way have the limitations in mobilisation and management of resources generally affected service delivery?
31. How has the Council’s inability to provide services it is mandated to affected the levels of revenue collected?
32. How has insufficient assets and equipment affected service delivery at LCC?
33. What areas in the process of mobilising and managing resources need to be revised to improve service delivery?
34. To what extent would you attribute the problems in service delivery to limitations in mobilisation of resources?
35. To what extent would you attribute the problems in service delivery to lapses in the management of resources?
36. What effect on service delivery has the observed trend in the distribution or resources within LCC to sections or departments?
37. What is the extent of community involvement by LCC in terms of service delivery?
INTERVIEW GUIDE (5) FOR THE CHAIRPERSONS FOR THE MARKET ASSOCIATION, ASSOCIATION FOR PUBLIC TRANSPORT, RESIDENCE COMMITTEES, THE HEAD OF THE LOCAL TOURISM BOARDS & ASSOCIATIONS

1. What are your main areas of interest with Livingstone City Council?
2. Which area of your concern needs improvement on the part of LCC?
3. To what extent do you participate in the affairs of the Council which affects the group or community you represent?
4. How receptive is the council to your recommendations, demands or suggestions?
5. In which way is your participation in matters affecting LCC and the group or community you represent of benefit the council?
6. What benefits do you accrue in associating with the council?
7. To what extent does the political environment affect the way councils operate with respect to the group or community you represent?
8. How regular are the meeting with the councils and who coordinates the meetings?
9. What services does Livingstone City Council (LCC) provide to the group or community you represent?
10. What services are provided by the council to the group or community you represent?
11. What is the general response of LCC in providing the services indicated in the preceding question?
12. How would you generally describe the level of services provided by LCC?
13. What in your opinion is the limiting LCC from providing relevant services to its various publics?
14. What do you think should be done to improve the level of service delivery by LCC?
15. Does the group or community you represent pay any levies to the councils?
16. Are the levies paid worth the services you are receiving from LCC?
17. Are there any observed weaknesses in the way councils collect the levies from the group you represent?
18. What would you suggest to be done to improve the efficiency in the collection of levies?
19. Do you think the levies collected by LCC are sufficient to enable them provide services to the group or community you represent?
20. Is there any penalty imposed on individuals who default the payment of council levies?
21. Do you think the penalty is sufficient to force the people adhere to payment terms?
22. How effective is LCC in enforcing the penalties to individuals who default payments?
23. What in your opinion are the causes of lack of compliance to payment of levies to the councils?
24. What do you think should be done to improve people’s compliance in the payment of council levies?
25. Do you think councils have sufficient financial resources to enable them provide relevant services to the communities?
26. What is your comment on the way Livingstone City Council manages its resources?

27. Kindly place the institutions beginning with the most mismanaged ending with the least mismanaged out of the following: Zambia Wildlife Authority (ZAWA), Zambia Revenue Authority (ZRA), Livingstone City Council (LCC), The Zambia Police (ZP), Zambia National Tourist Board (ZNTB) and the Department of Immigration (DOI).
QUESTIONNAIRE 1
Residents from Low Density, Medium Density & High Density Areas

Dear Respondent,

I am a student at the University of Zambia pursuing a Master of Public Administration. I am conducting a research on the nature of mobilisation and management of resources at Livingstone City Council and the effects on Service Delivery.

You have been randomly chosen to participate in this exercise. You are kindly requested to answer the questions in this questionnaire. You are sincerely assured that this exercise is purely for academic purposes and the responses you provide will be treated with maximum confidentiality. Kindly respond to all questions herein as guided by the instructions.

Your cooperation will be highly appreciated.

Yours sincerely,
Research Student.
SECTION A

Please tick (✓) in the spaces [ ] provided and fill in the blank spaces where appropriate.

1. Age
   a) below 25 [ ]
   b) 26 to 30 [ ]
   c) 31 to 35 [ ]
   d) 36 to 40 [ ]
   e) 41 to 45 [ ]
   f) 46 to 50 [ ]
   g) 51 to 55 [ ]
   h) above 55 [ ]

2. Gender
   a) Male [ ]
   b) Female [ ]

3. Level of Education attained
   a) None [ ]
   b) Primary [ ]
   c) Junior Secondary [ ]
   d) Senior Secondary [ ]
   e) Certificate [ ]
   f) Diploma [ ]
   g) Bachelors Degree [ ]
   h) Masters Degree [ ]
   i) Other (Specify) .................................................................

4. Marital Status
   a) Single [ ]
   b) Married [ ]
   c) Widowed [ ]
   d) Divorced [ ]

SECTION B: GENERAL INFORMATION AND SOCIAL ECONOMIC STATUS

5. What is your occupation? ........................................................................................................

6. What is the occupation of your spouse? ..................................................................................

7. What is your average monthly disposable income?
   a) below K2,000,000.00 [ ]
   b) between K2,000,000.00 and K3,000,000.00 [ ]
   c) between K3,000,000.00 and K4,000,000.00 [ ]
   d) between K4,000,000.00 and K5,000,000.00 [ ]
   e) above K5,000,000.00 [ ]
8. What is the average monthly disposable income of your spouse?
   a) below K2,000,000.00 [ ]
   b) between K2,000,000.00 and K3,000,000.00 [ ]
   c) between K3,000,000.00 and K4,000,000.00 [ ]
   d) between K4,000,000.00 and K5,000,000.00 [ ]
   e) above K5,000,000.00 [ ]

9. How many children do you have?
<table>
<thead>
<tr>
<th>Age group</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>a) 0-4</td>
<td></td>
</tr>
<tr>
<td>b) 5-9</td>
<td></td>
</tr>
<tr>
<td>c) 10-14</td>
<td></td>
</tr>
<tr>
<td>d) 15-19</td>
<td></td>
</tr>
<tr>
<td>e) 20 and above</td>
<td></td>
</tr>
</tbody>
</table>

10. How many dependants do you have?
    | Age group | Number |
    |-----------|--------|
    | a) 0-4    |        |
    | b) 5-9    |        |
    | c) 10-14  |        |
    | d) 15-19  |        |
    | e) 20 and above |    |

11. How many of your children/dependants are in school?
    a) 1 [ ]
    b) 2 [ ]
    c) 3 [ ]
    d) 4 [ ]
    e) 5 and above [ ]

12. Are you living in a rented or own house?
    a) Rented [ ]
    b) Own [ ]

13. If you live in your own house how much rates do you pay to the Council? ............... 

14. To what extent does your household afford to have three main meals in a day?
    a) Rarely [ ]
    b) Occasionally [ ]
    c) Regularly [ ]

15. Is your monthly income adequate to meet the basic needs such as food, shelter, transport to & from work place and school fees for the children/dependants?
    a) Yes [ ]
    b) No [ ]
16. If the answer to the preceding question is ‘no’, elaborate how you supplement your income.
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................

17. What means of transport do you use when going for work?
a) Public Transport    [  ]
b) Institutional Transport [  ]
c) Own transport       [  ]
d) Walk                [  ]
e) Other specify.................................................................
............................................................................................................................
............................................................................................................................
............................................................................................................................

SECTION C: INFORMATION ON THE CONCEPTS

18. What services does Livingstone City Council (LCC) provide to your community?
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........................................................................................................................................
........................................................................................................................................
 ........................................................................................................................................

19. Which of the following services are provided by the council in your locality?
a) Garbage collection
b) Provision & maintenance of street lights
c) Cutting down of trees and grass
d) Fire fighting
e) Maintenance of water and sewerage
f) Maintenance of roads
g) Maintenance of drainage systems
h) Others....................................................................................................................................
........................................................................................................................................
........................................................................................................................................

20. How responsive is LCC in providing the services listed below? Tick ✓ the responses which are appealing on the underlisted. |very good | good | fair | poor| very poor | never
a) Garbage collection ..............................................
b) Provision & maintenance of street lights ............
c) Cutting down of trees and grass ....................
d) Fire fighting ......................................................
e) Maintenance of water and sewerage ............... 
f) Maintenance of roads ....................................
g) Maintenance of drainage systems .................

21. How would you describe the quality of services provided by LCC in general?
a) Very Poor   [  ]
b) Poor        [  ]
c) Fair        [  ]
d) Good [ ]
e) Very good [ ]
f) Never serviced at all [ ]

22. If your answer to question, ‘21’ is ‘a’ or ‘b’, what in your opinion are the three major causes or poor service delivery by LCC?
   i) ...............................................................................................................................
   ii) ............................................................................................................................... ii)............................................................................................................................... 

23. What do you think should be done to improve the level of service delivery by LCC? elaborate ...........................................................................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................

24. If the council does not undertake the underlisted activities in your locality, indicate the sort of arrangements made to take care of them?
   a) Garbage collection........................................................................................................
   b) Provision & maintenance of street lights......................................................................
   c) Cutting down of trees and grass..................................................................................
   d) Fire fighting..................................................................................................................
   e) Maintenance of water and sewerage...........................................................................
   f) Maintenance of roads..................................................................................................
   g) Maintenance of drainage systems..............................................................................
   h) Waste management....................................................................................................

25. Do you pay any levies to the councils?
   a) Yes [ ]
   b) No [ ]

26. If the answer is yes to the preceding question, what kinds of levies to you pay?
   ........................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................

27. How often do you pay such levies?
   ........................................................................................................................................

28. Do you think the levies collected by LCC are sufficient to enable it provide services to your community.
   a) Yes [ ]
   b) No [ ]
29. What in your opinion are the causes of lack of compliance to payment of levies to the councils?

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

30. What do you think should be done to improve people’s compliance in the payment of council levies?

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

31. Do you think councils have sufficient financial resources to enable them provide relevant services to the communities?
   a) Yes [  ]
   b) No [  ]

Give reasons for your answer........................................................................................................
................................................................................................................................................
................................................................................................................................................

32. How would you rate the following factors with respect to their contribution to financial problems at LCC? (Encircle one item in each category of the factors).
   a. Fraud by council personnel at collection point – High, Moderate, Low or Never
   b. Insufficient avenues – High, Moderate, Low or Never
   c. Mismanagement of collected funds – High, Moderate, Low or Never
   d. None exploitation of potential avenues – High, Moderate, Low or Never

33. Which one of the factors are you aware of in the preceding question?
Elaborate........................................................................................................................................
................................................................................................................................................
................................................................................................................................................
................................................................................................................................................
................................................................................................................................................

34. State any weaknesses you are aware of in the revenues collection systems used by LCC?
................................................................................................................................................
................................................................................................................................................
................................................................................................................................................
................................................................................................................................................

35. Do you participate in the affairs of the council which affects your community?
   a) Yes [  ]
   b) No [  ]

36. Which activities do you participate in?
Appendix 3

37. What avenues do you use in participating in council affairs affecting the community?
……………………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………………

38. Do you think participation of the community in matters affecting them can bear any positive results?
   a) Yes [ ]
   b) No [ ]

39. If your answer to the preceding question is ‘yes’ elaborate how:
……………………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………………

40. To what extent does the political environment existing in your locality has an effect on councils operation?
   a) High
   b) Moderate
   c) Low
   d) Never
   e) Do not know
   f) Other
      elaborate…………………………………………………………………………………………………………………………
      ………………………………………………………………………………………………………………………………………
      ………………………………………………………………………………………………………………………………………
      ………………………………………………………………………………………………………………………………………

41. Do councils interact with local associations or community groups in your locality?
   a) Yes [ ]
   b) No [ ]

42. Which community groups or local associations does LCC interact with and state the areas of common interest?
……………………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………………

43. What benefits does the community accrue in associating with the council?
……………………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………………
44. How often do you meet with the Council for periodic meetings?
a) Regularly
b) Occasional
c) Rarely
d) Never
e) Other
elaborate........................................................................................................................................
......................................................................................................................................................
......................................................................................................................................................
......................................................................................................................................................

THANK YOU
QUESTIONNAIRE 2

Market Traders & Operators of Public Transport

Dear Respondent,

I am a student at the University of Zambia pursuing a Master of Public Administration. I am conducting a research on the nature of mobilisation and management of resources at Livingstone City Council and the effects on Service Delivery.

You have been randomly chosen to participate in this exercise. You are kindly requested to answer the questions in this questionnaire. You are sincerely assured that this exercise is purely for academic purposes and the responses you provide will be treated with maximum confidentiality. Kindly respond to all questions herein as guided by the instructions.

Your cooperation will be highly appreciated.

Yours sincerely,
Research Student.
SECTION A

Please tick (✓) in the spaces [   ] provided and fill in the blank spaces where appropriate.

1. Age
   a) below 25 [   ]
   b) 26 to 30 [   ]
   c) 31 to 35 [   ]
   d) 36 to 40 [   ]
   e) 41 to 45 [   ]
   f) 46 to 50 [   ]
   g) 51 to 55 [   ]
   h) above 55 [   ]

2. Gender
   a) Male [   ]
   b) Female [   ]

3. Level of Education attained
   a) None [   ]
   b) Primary [   ]
   c) Junior Secondary [   ]
   d) Senior Secondary [   ]
   e) Certificate [   ]
   f) Diploma [   ]
   g) Bachelors Degree [   ]
   h) Masters Degree [   ]
   i) Other (Specify) .......................................................... ..........................................

4. Occupation .................................................................

5. Marital Status
   a) Single [   ]
   b) Married [   ]
   c) Widowed [   ]
   d) Divorced [   ]

SECTION C: INFORMATION ON THE CONCEPTS

6. Which station do you operate from? .................................................................

7. What services does Livingstone City Council (LCC) provide to areas where you operate from? .................................................................
   ........................................................................................................
   ........................................................................................................
   ........................................................................................................
   ........................................................................................................
8. Which of the following services are provided by the council in the area where you operate from?
   a) Garbage collection
   b) Provision & maintenance of street lights
   c) Cutting down of trees and grass
   d) Fire fighting
   e) Maintenance of water and sewerage
   f) Maintenance of roads
   g) Maintenance of drainage systems
   h) Others

9. How responsive is LCC in providing the services listed below? Tick ✓ the responses which are appealing on the underlisted.
   - Garbage collection
   - Provision & maintenance of street lights
   - Cutting down of trees and grass
   - Fire fighting
   - Maintenance of water and sewerage
   - Maintenance of roads
   - Maintenance of drainage systems

10. How would you describe the quality of services provided by LCC in general?
    a) Very Poor [ ]
    b) Poor [ ]
    c) Fair [ ]
    d) Good [ ]
    e) Very good [ ]
    f) Never serviced at all [ ]

11. If your answer to question, ‘10’ is ‘a’ or ‘b’, what in your opinion are the three major causes or poor service delivery by LCC?
    i) .................................................................
    ii) .................................................................
    iii) .................................................................

12. What do you think should be done to improve the level of service delivery by LCC? Elaborate
    ........................................................................................................................................................................
    ........................................................................................................................................................................
    ........................................................................................................................................................................

13. If the council does not undertake the underlisted activities in your area where you operate, indicate the sort of arrangements made to take care of them?
    a) Garbage collection
    b) Provision & maintenance of street lights
    c) Cutting down of trees and grass
Appendix 3

d) Fire fighting

e) Maintenance of water and sewerage

f) Maintenance of roads

g) Maintenance of drainage systems

h) Waste management

14. Do you pay any levies to the councils?
a) Yes [ ]
b) No [ ]

15. If the answer is ‘yes’ to the preceding question, what kind of levies to you pay and how much is paid?

16. How often do you pay such levies mentioned in the preceding question?

17. How is the payment or collection of levies done?
a) Council officials go round to collect [ ]
b) Funds are taken to established points [ ]
c) Both ‘a’ and ‘b’ [ ]
d) Others specify [ ]

18. Are you issued with receipts when a payment is made?
a) Yes [ ]
b) No [ ]

19. Are there instances where the council officials run out of receipts?
a) Yes [ ]
b) No [ ]

20. If the answer is ‘yes’ to the preceding question, how often does it happen?
a) Rarely [ ]
b) Occasionally [ ]
c) Regularly [ ]

21. Are there instances where council officials deliberately withhold the issuing of receipts for payments made? If so explain the reasons for doing so.

22. Do you think the levies collected by LCC are sufficient to enable them provide services to your area where you operate from.
   a) Yes [ ]
   b) No [ ]

23. What in your opinion are the causes of lack of compliance to payment of levies to the councils?
   ........................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................

24. What do you think should be done to improve people's compliance in the payment of council levies?
   ........................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................

25. Do you think councils have sufficient financial resources to enable them provide relevant services to the communities?
   a) Yes [ ]
   b) No [ ]
   Give reasons for your answer ..............................................................................................
   ........................................................................................................................................

26. How would you rate the following factors with respect to their contribution to financial problems at LCC? (Encircle one item in each category of the factors).
   i. Fraud by council personnel at collection point – High, Moderate, Low or Never
   ii. Insufficient avenues – High, Moderate, Low or Never
   iii. Mismanagement of collected funds – High, Moderate, Low or Never
   iv. None exploitation of potential avenues – High, Moderate, Low or Never

27. Which one of the factors are you aware of in the preceding question?
   Elaborate ................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................

28. State any weaknesses you are aware of in the revenues collection systems used by LCC?
   ........................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................
29. Do you pay any levies to other groups other than the council?
   a) Yes [ ]
   b) No [ ]

30. If the answer is ‘yes’, to the preceding question, name the groups referred to
    ...................................................................................................................
    ........................................................................................................................
    .......................................................................................................................  

31. What levies do you pay to the groups mentioned in the preceding question and what
    is it used for?
    ........................................................................................................................
    ........................................................................................................................
    ........................................................................................................................

32. Are you forced to pay such levies or you pay out of your own initiative?
   a) Yes [ ]
   b) No [ ]
   c) Other explain………………………………………………………………………………
       ........................................................................................................................
       ........................................................................................................................
       .......................................................................................................................  

33. If you are forced to pay the said levies, what is the Council doing to protect you from
    such illegal payments?
    ..................................................................................................................
    ........................................................................................................................
    .......................................................................................................................  

34. Are you penalised in any way if you do not remit such illegal payments? Explain.
    ........................................................................................................................
    ........................................................................................................................
    .......................................................................................................................  

35. Do you participate in the affairs of the council which affects your community?
   a) Yes [ ]
   b) No [ ]

36. Which activities do you participate in?
    ........................................................................................................................
    ........................................................................................................................
    .......................................................................................................................  

37. What avenues do you use in participating in council affairs affecting the community?
    ........................................................................................................................
    ........................................................................................................................
38. Do you think participation of the community in matters affecting them can bear any positive results?
   a) Yes [    ]
   b) No [    ]

39. If your answer to the preceding question is ‘yes’ elaborate how:
   ..........................................................................................................................
   ..........................................................................................................................
   ..........................................................................................................................

40. To what extent does the political environment existing in your trading area effect the councils operation?
    Elaborate........................................................................................................
    ......................................................................................................................
    ......................................................................................................................

41. How do you present your concerns to the council?
    ......................................................................................................................
    ......................................................................................................................

42. With regard to the groups or associations which represent your concerns, state the areas of common interest?
    ......................................................................................................................
    ......................................................................................................................

43. What benefits do you accrue in associating with the council?
    ......................................................................................................................

44. How often do you meet with the Council for periodic meetings?
   a) Regularly
   b) Occasional
   c) Rarely
   d) Never
   e) Other
   elaborate........................................................................................................
   ......................................................................................................................

THANK YOU
LIST OF INSTITUTIONS AND PERSONNEL VISITED

List of Townships Visited

Low Density
- Highland
- Elaine Brittel
- Zambia Youth
- Note broad

Medium Density
- Dambwa North
- Dambwa Central
- Linda

High Density
- Zambezi Sawmills
- Libuyu
- Maramba
- Ngwenya

List of Markets Visited

- Chanda Mali Market
- Linda Market
- COMESA Market
- Maramba Market
- Batoka Market
- Dambwa Central Market
- Dambwa North Market
- Ellain Brittel Market
- Palm Grove
- Town Centre
- Mukuni Park (Curio market)

List of Lodges and Hotels Visited

- New Fairmount Hotel
- Chrisma Hotel
- Inamuka Lodge
- Mabuku Lodge
- Roysam Lodge
Appendix 4

- Queens Hills Hotel
- Zambezi Ultima Inn Lodge
- Livingstone Lodge
- Wilu Executive Lodge
- Cross Roads Lodge
- Wasawange Lodge
- Junior Leisure Lodge

List of Other Institutions Visited

- Livingstone General Hospital
- Livingstone Museum
- Livingstone City Council
- Washing Basket (Restaurant)
- Musi-oo-Tunya Radio (Local Community Radio Station)
- Tourism Development Board
- Buildings Department
- Patents and Companies Registration Office (PACRA)
- Shoprite Stores

List of Individuals Interviewed who did not seek Anonymity

- Mr. Chikwama  Senior Human Resource Management Officer – (LCC)
- Mr. John Walubita  Chairperson - Mukuni Park Curio Market
- Mr. Emmanuel Sikanyika  Public Relations Officer – (LCC)
- Mr. J. Mukwato  Director Planning – (LCC)
- Mr. Mukuwa  Market Manager – West Management Centre (LCC)
- Mr. Thole  Market Manager – East Management Centre (LCC)
- Mr. Manda  Revenue Collector Supervisor (LCC)
- Mr. Gilbert Kabale  Head Procurement – (LCC)
- Mr. Nelson Sakala  Acting Assistance Director – Finance
- Mr. K.E.Lilamono  Head – Livingstone Tourism Association
- Mr. Lloyd Musonda  Inspector of Companies (PACRA)
- Mr. Geoffrey Maina  Ministry of Local Government
- Mr. Gomezgani Gondwe  Assistant Director – (Local Government Commission)