

**NATIONAL INSTITUTE OF
PUBLIC ADMINISTRATION**

RESEARCH REPORT

**CHALLENGES FACED BY LOCAL
COUNCILS IN DECENTRALIZATION
POLICY.**

**A CASE STUDY OF KABWE MUNICIPAL
COUNCIL.**

SUBMITTED BY: YANUKWA BANDA

COMPUTER NO: 2302248

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A Research submitted to National Institute of Public Administration as a partial fulfillment of the requirements of the award of a Diploma in Public Administration.

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DECLARATION

I declare that this report is my own work, that it has not been submitted for any Diploma/degree or examination in any other university, and that all the sources I have used or quoted have been indicated and acknowledged as complete references.

Student Name

Yanukwa Banda

Signed.....

Date

31st December 2012

APPROVAL

On behalf of National Institute of Public Administration (NIPA), I wish to confirm that I have supervised Yanukwa Banda's dissertation report. I further wish to state that to the best of my knowledge I believe that the said student actually conducted this research report. I therefore approve this dissertation by Yanukwa Banda be submitted in partial fulfillment for the awards of the Diploma in Public Administration.

Name of the SUPERVISOR:

Signature:

Date :

DEDICATION

This report is cordially dedicated to my family for their continuous support and encouragement.

ACKNOWLEDGEMENTS

This report cannot be a success without acknowledging most key people and institutions that have made this report a success.

I humbly acknowledge with thanks the Almighty God for His grace, love and strength to do this research. I thank the management of National Institute of Public Administration (NIPA) not forgetting my Lecturers.

I also owe a depth of gratitude to my research supervisor who dedicated their precious time to guide me in this research. Their supervisory role in this research showed their absolute commitment to this study.

I pay special thanks to my wife, Getrude Mbewe for her patience encouragement and continued Love during this research work. Furthermore I cherished the presence of children; Mirriam, Shira, Dorcas and my only Boy Yanukwa Banda (Junior).

Last, but not the least, I pay am indebted to various stakeholders at Kabwe Municipal Council. Daniel Mapulanga (Director of Planning and Development; Musiska Cleemnt (Information Technology Manager and the respondents who were so helpful in making this research a factual presentation.

List of Acronyms

AIDS	Acquired Immune Deficiency Syndrome
ADC's	Area Development Committee's
DDCC's	District Coordination Committees
FAO	Food Reserve Agency
HIV	Human Immunodeficiency Virus
GRZ	Government of the Republic of Zambia
KMC	Kabwe Municipal Council
NIPA	National Institute of Public Administration
MP's	Member of Parliament
RDC's	Resident Development Committee
UNIP	United Nation Independence Party
ZCSD	Zambia Council for Social Development

ABSTRACT

The research study was conducted for a period of three months at Kabwe Municipal Council in Kabwe. The aim of the study was to examine the challenges being faced by Kabwe Municipal Council in decentralization policy. Forty respondents were involved in the study in which the town clerk/Mayor, ward councilors and the general public were samples using stratified random sampling and purposive sampling respectively. Both primary and secondary data was involved in the study and the results were analyzed qualitatively.

The findings show that, Kabwe Municipal Council (KMC) is geographically centrally located in the country. The council is politically controlled through elected representatives of the people through wards. The Council has the board of councilors, headed by His Worship the Mayor, who provides policy direction to the management.

Kabwe Municipal Council is facing daunting challenges. For years now, the council has learnt to accept the bitter fact that problems are part of their daily existence and wonder whether these problems will one day come to an end. A number of factors have contributed to the problems currently haunting the local authorities, which have to an extent, rendered them non-existent or at least caused many people not to appreciate their importance.

Notable among these factors is the lack of financial resources. The council is beset with perpetual financial problems to the extent that they are not able to provide social services to the general population like collection of garbage, maintenance of feeder roads as well as good drainage and sewerage systems. This failure to provide basic social service has resulted in perennial outbreaks of cholera in most parts of the country thereby adding yet another problem to the local authorities.

Since decentralization is the transfer of resources, power and authority from the central government to the local authorities, it is often argued that the phenomenon can play a key role in ensuring better development of communities. This notion stems from the need for the citizenry to exercise control over their own local affairs and foster meaningful development, which would also help to reduce poverty at local level.

Raising sufficient revenue is one of the most intractable problems facing most local authorities, and the majority of councils are unable to meet their statutory functions and obligations. Although the 1991 Local Government Act has given councils vast powers to raise and generate their own revenues, few are able to take advantage of this provision due the fact that their resource base is too small to sustain their operations. As a result, local authorities have accumulated crushing burdens of debt or arrears and are now faced with financial crises.

In light with the observable challenges being faced by Kabwe Municipal Council the research recommended:-

1. The strength of decentralized local governance remains limited. For it to be effective, not only should local governance be downwardly accountable, but other central government agencies and bodies at district level should also be accountable to local government.
2. The argument that democratic decentralized local governance can deliver services more efficiently and more responsively depends on the adequate provision of resources.
3. Yet lack of financial resources continues to constrain the effectiveness of local authorities. The failure to fully empower local authorities undermines their effectiveness and legitimacy.

CHAPTER ONE

INTRODUCTION

1.0 Background Information

Local authorities in Zambia are facing daunting challenges. For years now, the councils have learnt to accept the bitter fact that problems are part of their daily existence and wonder whether these problems will one day come to an end.

A number of factors have contributed to the problems currently haunting the local authorities, which have to an extent, rendered them non-existent or at least caused many people not to appreciate their importance.

Notable among these factors is the lack of financial resources. Most council are beset with perpetual financial problems to the extent that they are not able to provide social services to the general population like collection of garbage, maintenance of feeder roads as well as good drainage and sewerage systems. This failure to provide basic social service has resulted in perennial outbreaks of cholera in most parts of the country thereby adding yet another problem to the local authorities.

So then, in the context of what is currently prevailing in the local authorities, could the decentralisation become a viable solution?

Since decentralization is the transfer of resources, power and authority from the central government to the local authorities, it is often argued that the phenomenon can play a key role in ensuring better development of communities. This notion stems from the need for the citizenry to exercise control over their own local affairs and foster meaningful development, which would also help to reduce poverty at local level.

According to Local Government Association of Zambia (LGAZ) executive secretary Maurice Mbolela, decentralisation is the only optimistic way to put to rest the problems being faced by the local authorities. Decentralisation will improve efficiency and

effectiveness in the delivery of public services because resources will be transferred to the councils through either grants or share of resources.

Currently, councils are facing financial challenges because some of the financial benefits they used to enjoy such as road tax and fuel levy were taken over by the Government, he said. It is often argued that once implemented, decentralisation could empower the local people to participate in developmental activities through the formation of area development committees (ADCs) in place of the current resident development committees (RDCs).

Decentralisation could also promote transparency and downward accountability of the Government by local communities which is why from both the political and administrative point of view, decentralisation undoubtedly offers hope that it could be a solution to most problems facing civic authorities today.

Others say it could improve the Government's responsiveness to the needs of the local people, thereby creating a conducive environment for local economic development as well as enhancing the management of local resources in a sustainable manner.

Malawo Matyola, executive secretary for the Zambia Council for Social Development (ZCSD), an umbrella of organisations working for the up liftment said decentralisation would involve people in governance. "Decentralisation will enhance ownership by local communities because they will be involved in deciding what projects are to be undertaken. "Through this process the people will have some level of ownership," Rev Matyola said.

The decentralisation policy once fully implemented will bring out the relevance of the existence of the councils. Currently, councils do not have functions, authority and resources. They depend on the goodwill of central Government to exist.

It is an indisputable that certain councils have people at the helm of power that lack the necessary qualifications and are thus, unable to provide effective leadership in terms of management of the resources. This is often cited as the main reason behind non-payment of workers' salaries, failure to provide social services and the inability to settle the huge debts to service providers.

There have also been reports of theft and misappropriation of grants and other financial support to the councils. These challenges have further resulted in the councils' failure to maintain feeder roads or prevent the outbreak of cholera, which has become a perennial experience in most parts of the country every rainy season. But once the system is decentralised, and planning for development starts to take place at district or provincial level, most problems could be resolved.

The 1997 Food Reserve Organisations (FAO) report on technical consultation on decentralisation dubbed 'Decentralisation and Local Government Performance' indicates that decentralisation enhances the performance of the local government system.

Research in Indonesia, Morocco, Thailand and Pakistan shows improvement in resource distribution, local participation, the extension of public services to rural areas, project identification and implementation, and employment generation after implementing decentralising reforms of the public sector, said the report.

It further states that studies of decentralisation in Algeria, Libya and Tunisia indicate that the performance of decentralised administrative units have been very positive. Devolution in Papua New Guinea increased popular participation in government, and has improved the planning, management and coordination capacity of provincial administrators. Reforms there do seem to have made the government more responsive, it reads in part.

In 2004, the late Zambian president Levy Mwanawasa launched the decentralisation policy following wide consultation between the Government and key stakeholders such as parliamentarians, labour movement, and non-governmental organisations. The policy, which was part of the third component of the Government's Public Service Reform Programme, required all the Government ministries and departments to transfer some administrative power to the local authorities.

In view of this, many Zambians were optimistic that decentralisation was going to strengthen the councils' capacity to provide goods and services and increase local people's participation in developmental activities once fully implemented.

Unfortunately, it has not kick-started despite the decentralisation implementation policy (DIP), a roadmap for the implementation of the whole process, being put in place.

Concerns have also been raised that the implementation of the policy may not be achieved by 2011, when the whole process is expected to fully mature, considering the slow pace at which the whole process is being handled.

Some sections of society have even deplored government for what they say is its lack of enthusiasm to quickly implement the whole decentralisation programme. Certainly, many people are wondering why government cannot implement the decentralisation policy because it is now four years down line since it was launched. Government had the zeal to implement the decentralisation policy.

Unfortunately, the zeal diminished at one point. So, our effort is aimed at bringing back that zeal after all it is decentralisation is the Government's idea, said Rev Matyola whose organisation is spearheading the campaign to implement the decentralisation policy.

In his speech during the official opening of parliament recently, President Banda announced that the Government was committed to implementing this policy. It still remains to be seen just how soon that commitment will translate into reality to hopefully ensure the general citizens are fully involved in fostering their own development.

I found the article a little bit confusing. It treats decentralisation as homogeneous. Different countries decentralise in different ways. Also there's a difference between "administrative decentralisation", which according Mr Kaluba is what government has in mind, and "fiscal decentralisation" where councils have tax raising and spending powers. How local people engage also matter. Again here there are many models from "participatory budgeting" to "Swiss referendums" on every issue. I was also skeptical that he totally ignored "downsides" of decentralisation e.g. the possibility of corruption, the dominance powerful elites, etc. The assessment could have done with some balance!

1.1 Statement of the Problem

Local authorities in Zambia are facing daunting challenges. For years now, the councils have learnt to accept the bitter fact that problems are part of their daily existence and wonder whether these problems will one day come to an end (GRZ,2010). A number of factors have contributed to the problems currently haunting the local authorities, which have to an extent, rendered them non-existent or at least caused many people not to appreciate their importance.

Notable among these factors is the lack of financial resources. Most councils are beset with perpetual financial problems to the extent that they are not able to provide social services to the general population like collection of garbage, maintenance of feeder roads as well as good drainage and sewerage systems. This failure to provide basic social service has resulted in perennial outbreaks of cholera in most parts of the country thereby adding yet another problem to the local authorities. The Government of the Republic of Zambia has so far implemented number of policies including decentralization policy. It's against this milieu that this study aimed at examining challenges being faced by Kabwe Local Council in implementing decentralization policy.

1.3 Formulation of the Hypothesis

It was hypothesised that Local Councils are working well with the decentralization policy.

1.4 Identification of variables

Independent Variable: Local Council Performance

Dependent variable: Decentralization Policy.

1.5 Objectives of the Study

The general objective of the study is to examine the challenges faced by Kabwe Local councils in decentralization policy.

1.5.1 Specific Objectives

1. To examine the challenges faced by Kabwe Local councils in decentralization policy.
2. To identify key policies in place at Kabwe Municipal Council.
3. To formulate mitigation measures of challenges faced by Kabwe Municipal Councils.

1.6 Significance of the study

The research is significant in that:

1. The research findings will add to the already existing literature on decentralization policy in Zambia.
2. The research findings will be a bench mark for future researchers on the same subject.
3. The research report is the partial fulfillment of the requirement of the award of a Diploma in Public Administration at National Institute of Public Administration (NIPA).

1.7 Theoretical Frame Work

Theories are formulated to explain, predict, and understand phenomena and, in many cases, to challenge and extend existing knowledge, within the limits of the critical bounding assumptions. The theoretical framework is the structure that can hold or support a theory of a research study. The theoretical framework introduces and describes the theory which explains why the research problem under study exists.

Autonomy: Independence in decision-making and in the execution of such decisions within a given framework.

Community: A group of people with shared interest living in one place, district of Country.

Council: A council is a body of democratically elected representatives responsible for policy formulation and delivery of service in a given geographically defined area.

Council Area: Geographical area specified under the Local Government Act so declared by the Minister to be designated as such.

Decentralisation: Transfer of responsibilities, authority, functions, as well as power and appropriate resources, to provincial, district and sub-district levels. This can take four forms:

(a) deconcentration is the transfer of functions and resources to lower level units of the same administrative system while authority over decision-making and use of resources remains with the centre (i.e. from the headquarters of an institution or administrative system to the lower levels). In the case of government administration, this would entail the transfer of some functions performed at the headquarters of the ministry to provincial, district and/or sub-district offices while power and authority are retained by the centre;

(b) devolution is the transfer of some powers and authority, functions and resources by legal and constitutional provisions to the lower levels. The transfer is within formal political structures and is institutionalised by constitutional means.

For example, when the central government transfers some of its powers and authority to democratically elected councils, local authorities or regional governments, empowering them by law, to determine local taxes, raise own revenue and decide on how to use it. Under this form of decentralisation leadership is accountable to the local population through a system of elections;

(c) delegation is the, transfer of functions and resources to a subordinate authority with the capacity to act in the behalf of the superior authority without a formal transfer of authority in the same structure. An example is when an office of lower level is assigned to perform some duties or tasks by the higher office. However, the lower office will still be required to consult the higher office on matters that require decision-making; and

(d) privatisation is the divestiture of state interests in public enterprises and the subsequent sale of such to the private sector (e.g. when a Parastatal national airline is sold off to private shareholders). In the case of public administration however, privatisation cannot be applied since local authorities and related public offices cannot be privatised.

Development: Effective and efficient provision of quality services aimed at improving the standard of living in a community.

District: Specified geographical area in a province declared under the Provincial and District Boundaries Act.

Empowerment: Enabling people make decisions on issues affecting their welfare.

Local Government: This is a system of Government at local level through which local people manage their affairs, for example Councils. and may include traditional establishments recognised by the Government.

Provincial and District Administration: Refers to administrative arrangements for carrying out Central Government functions at the Provincial and District levels.

Province: Specified geographical area declared under the Provincial and District Boundaries Act.

Special – Equalisation Fund: It is funds set up to enable rural districts attract investment and retain qualified human resources thereby ensuring sustainable decentralization.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction to the Chapter

This chapter provides an overview of the efforts of successive Zambian governments to transform and institutionalise democratic local governance, and to come to grips with the socio-economic development challenges facing the country. It assesses the progress and challenges that governments are facing in their efforts to transform local government into democratic, developmental local governance.

Local governance reform has been transforming the structure of governance in Zambia. Since the country attained political independence from Britain in 1964, a commitment to decentralisation and popular participation has been an important component of local governance reform strategies. The problem that confronted the government at independence was one of transforming the inherited provincial and district government structures into a dynamic local governance framework that could facilitate sustainable public participation in the socio-economic development strategies envisaged by the new regime. The officially stated policy has been one of “taking power to the people” (Zambia, 1972:33), and a critical objective of the local governance reforms has been to strengthen local authorities by the decentralisation of power. Consequently, over the years governments have sought to design and implement decentralised democratic local governance to facilitate wider participation by the citizenry and facilitate effective service delivery.

2. Local Governance Reforms

This section provides an overview of the reforms implemented in four phases between 1964 and 2008.

Phase I: 1964-1970

The initial phase entailed the new government's attempts to establish political control and transform the inherited provincial and district government structures into cohesive, dynamic organisations of local development management, which could facilitate sustainable socio-economic development (Chikulo, 1981, 1985a).

On gaining independence in October 1964, Zambia inherited a dual system of administration. This comprised central government field administration and elected local government. Zambia was divided into eight provinces consisting of 44 districts. At the sub-district level there were Native Authorities in the rural areas. 1965 saw the abolition of Native Authorities, which were viewed as symbols of colonial repression and manipulation, and the introduction of new local governments under the Local Government Act (No.30) of 1965. Under this Act, 67 local authorities were established: 24 were urban authorities, and 43 were rural councils. The Act gave local authorities wide-ranging powers to discharge over sixty functions in their areas of jurisdiction.

In November 1968, the government announced reforms which entailed 'decentralization in centralism'. As the then President Kaunda (1968:19) elaborated:

“I define this decentralization in centralism as a measure whereby through the Party and Government machinery, we will decentralize most of your Party and Government activities. While retaining effective control of the party and Government machinery at the centre in the interests of unity.”

At the district level, these reforms involved the appointment of a District Governor (DG) to head each of the 53 districts. The DG became the politico-administrative head of the district. He was the personal representative – alter ego – of the President, and performed this role through the various committees he chaired in the district. Thus during this phase the government sought to institute political control over field administration, hence the emphasis on cohesion and the need to build a centralized polity (Chikulo, 1981).

Phase II: 1971-1979

The second phase involved efforts by the government to create a network of ‘grassroots participatory’ structures between the local authorities and the subdistrict level in order to facilitate public participation (Zambia, 1971). The abolition of Native Authorities had created an institutional gap between the local authorities and the sub-district level. In order to plug this gap village productivity committees, ward councils and ward development committees were established under the Village Registration and Development Act (No. 30) of 1971. This made the village the primary focus at district level. Under the provisions of the Act, a village productivity committee (VPC) was established in each village, sitting under the chairmanship of the village headman. The VPC was responsible for considering the administrative and development needs of the community and sending representatives to the ward development committees (WDCs). A WDC was established in every local government ward – a ward being an area within a local authority from which a councillor is elected under the provisions of the 1965 Local Government Act. The functions of WDCs were to consider development needs, get ideas from VPCs, and pass these on to the local authority. This network of committees was supposed to provide the basis for decentralized local governance.

Phase III: 1980-1990

On 13th December 1972 Zambia was formally proclaimed a ‘One-Party Participatory Democracy’, thereby granting the ruling party constitutional paramountcy over the entire state administrative apparatus. As then President Kaunda (1973) aptly put it:

“The Party is supreme in our One-Party Participatory Democracy. It is the source of national policy. The Party will not only be interested in working out broad policies and objectives, it will be directly involved in the planning, organization, control and management of the entire administrative machinery of our nation”.

This phase witnessed increased politicisation and the imposition of the supremacy of the party over local governance (Chikulo, 1985b, 1989). Consequently, the central and local government administration was merged with the ruling party (UNIP) structures, to

create an integrated district administration, under the 1980 Local Administration Act (No.15).

The major objective of the 1980 Act was to “...ensure the effective integration of the primary organs of the party and other local administration units in the district.”

The most significant structural change entailed in the 1980 Act was the abolition of the distinction between party, central and local governments. This involved the establishment of an administrative structure composed of party, central and local government officials. The stated goal of the reforms was to integrate local administrative departments of the central government, local councils, and the party structure in order to improve coordination and eliminate duplication among them.

Consequently, a single integrated politico-administrative structure was created in each of the fifty-five districts, to which was assigned the totality of party, central and local government activity. A single administrative agency called the district council was established in each district under the chairmanship of a centrally appointed political appointee – the District Governor. The council was a statutory, deliberative, and consultative body, concerned with the determination of broad policy objectives and critical assessment of development programmes.

The new councils went beyond what Leemans (1970:53) called ‘a single hierarchy model’ of government at district level, since they replaced the former tripartite local government framework, including the incorporation of the party organization into the new structure. As a consequence, the new structure of local government not only brought the decision-making process closer to the public at district level, but also ensured closer party control over the mechanism of field administration.

Thus political control was considered crucial for the effective functioning of the new system of local administration. At the sub-district level, the 1980 reforms were designed to reinvigorate the administrative structures by eliminating the duplication of work between party committees and local government committees. Consequently, the party organizations from constituency to section level were merged with ward development committees and village productivity committees into a single set of structures vertically

integrated with the district council. These performed both the functions assigned to the party committees by the UNIP Constitution, and the functions assigned by the 1971 Village Registration and Development Act. The single hierarchy of committees consisted of ward, branch and section committees.

Local government elections were abolished and replaced with party elections. Party officials elected as ward chairmen, represented the ward on the council. The 1980 Act increased the representation of local party members and excluded the majority of local residents who were not members. As a consequence, democratic local governance was undermined at the local level, as the party representatives were not elected by universal adult suffrage, yet they were expected to represent and take decisions on behalf of local communities.

The system of local governance established by the 1980 reforms was, therefore, basically an attempt to create an institutional synthesis between local government, central government, and the party. It thus approximated what Coleman and Rosberg (1964) called a 'party-state', in which, in order to achieve higher levels of mobilization for socio-economic development, the distinction between civil servant and politician was blurred and the relationship between them transformed.

Phase IV: 1991- 2008

A clamour for multi-party democracy led to the scrapping of the de jure one-party state in December 1990, and the introduction of political pluralism (Chikulo, 1996). Consequently, the transition to a multi-party system demanded a restructuring of local government. Firstly, local government had to be 'de-linked' from the ruling party; and secondly, measures were introduced to strengthen democratic control over administration, and increase its accountability to democratically elected bodies. The promulgation in August 1991 of the Constitution of Zambia Act (No.1) and the Local Government Act (No.22), 'delinked' the ruling party from all civil service and state apparatus, repealed the 1980 Local Administration Act (No.15), and re-introduced the distinction between the ruling party, the central government, and local government.

In addition, the 1991 Local Government Elections Act (No.26) re-introduced universal adult suffrage at the local government level. This democratised local government by affording every citizen who is a registered voter an opportunity to stand for election, or vote for the candidate of his choice, irrespective of political affiliation. The Act provides for the demarcation of the council's area of jurisdiction into wards from which councillors are elected for a five-year term.

3. Current Structure of Local Governance

The current system of local government in Zambia flows from the fourth phase of reforms. The Constitution of Zambia provides for the establishment of a democratically elected local government system based on universal suffrage, whilst the 1991 Local Government Act provides for a single-tier system of local government comprising three types of councils: city, municipal and district.

There are 72 local authorities countrywide:

- 4 are designated as City Councils
- 12 are Municipal Councils
- 56 are District Councils (comprised of smaller rural-based local authorities).

The composition of councils is as follows:

- All elected councillors in the district
- All members of parliament in the district
- Two representatives appointed by all chiefs in the district – as a means of involving traditional rulers in local governance.

The 1991 Local Government Act provides for the establishment of a Local Government Electoral Commission to administer local government elections. Councillors are elected every five years. Initially, this was only three years, but the Local Government (Amendment) Act (No.8) of 2004 provided for a change of tenure to five years, in order to align it with presidential and parliamentary elections.

Councillors elect mayors and deputy mayors every year in the city and municipal councils, and chairmen and deputy chairmen in district councils, from amongst themselves. Members of parliament and chiefs' representatives are not eligible for these positions. The mayor/chairperson is the political head of the council and performs ceremonial functions, but lacks executive powers. The town clerk or district secretary is the executive head of the council.

The Local Government Act of 1991 (as amended several times) empowers all categories of local authorities to undertake wide-ranging functions. The councils are recognised as the primary bodies responsible for development at district level. They are the statutory deliberative and consultative bodies concerned with the determination of broad policy objectives and critical assessment of development programmes, as well as the efficient and effective management of their areas.

Consequently, the Act gives sixty-three scheduled functions to the councils, which include among others the provision of services such as water supply, sewerage, health, feeder and district roads, education and housing. Thus the 1991 Act has strengthened the role of councils as focal points for wider participation and delivery of social services to the local communities.

With regard to finance, the Act gave councils powers to raise and utilize revenue from their own local sources at their discretion. In addition, councils receive transfers of funds from central government, which are supposed to be their major source of revenue. The transfers are firstly, the means by which the central government shares taxes with councils; and secondly, provide a conduit through which various grants from sector ministries are disbursed to enable councils to undertake delegated functions on their behalf. These grants take various forms consisting of general, special and capital grants. Special grants are meant for financing projects which are prior-earmarked by central government. Capital grants are meant to be used for financing capital projects, while general grants are additional financial resources extended to district councils.

4. Key Challenges to Effective Local Governance

Legal, policy and institutional frameworks have been put in place to establish and democratise local governments, with the objective of deepening democracy and improving service delivery. However, there are three key challenges affecting the effectiveness of local governance (Chikulo, 2000; Zambia, 2002a and b).

Financial Crisis

Raising sufficient revenue is one of the most intractable problems facing most local authorities, and the majority of councils are unable to meet their statutory functions and obligations. Although the 1991 Local Government Act has given councils vast powers to raise and generate their own revenues, few are able to take advantage of this provision due the fact that their resource base is too small to sustain their operations. As a result, local authorities have accumulated crushing burdens of debt or arrears and are now faced with financial crises (Crook and Manor, 2001). Few can stand on their own feet.

In addition, government actions and policies have exacerbated the financial problems of councils, which face severe resource constraints due to the following:

- Declining and erratic disbursements of grants from central government
- Erosion of asset base through various actions and policies of the central government such as the 1992 directive to councils to disinvest in commercial ventures and sell rental housing stock at uneconomical prices.
- Unfunded mandates – local authorities given increasing responsibilities without corresponding capacity in resource mobilization
- Redirection of funds intended for local authorities to the control of local politicians, for example constituency development funds and youth projects funds controlled by MPs, or to semi-autonomous local institutions such as the Health and Education Management Boards created to perform specific functions on behalf of sector ministries.

This lack of resources has left significant gaps in service delivery capacity and placed limitations on the extent of to which stakeholders can participate in development management. Without financial sustainability, local authorities are unable to effectively provide services to their communities, and their developmental capacity and autonomy are thereby undermined.

Lack of Integrated District Development Management and Planning

There is a lack of holistic, integrated planning and management at district level. Effective integrated planning and management is undermined by the absence of an effective coordinating mechanism under the direct control of the council. District Development Coordination Committees (DDCCs) were established in 1993 as forums for planning and implementation of development activities, as well as community participation. They are technical committees mandated to coordinate development activities in the district and prepare development plans for submission to the district council. The DDCC is composed of heads of central government departments and other development agencies represented in the district, as well as the executives of the district councils. Thus, the majorities of the members is bureaucrats representing central government departments, and are answerable to their parent ministry, not the local authority. The council has no legal administrative authority over central government line ministries. The deconcentrated sector ministries which provide services within the council's area of jurisdiction, report direct to their parent ministries in the capital city of Lusaka.

Thus they remain primarily responsible to their ministerial chain of command. The DDCC is thus rendered ineffective because it has no legal authority to back up its operations, and the council has no control over its operations.

The Extent of Meaningful Citizen Participation in Local Governance

The major weakness in the current local governance system is the lack of legally constituted local government institutions at the local, ward or area level. There is no forum for community participation in decision-making on local development activities and affairs. Under the 1991 Local Government Act, each council's area of jurisdiction is

demarcated into wards. However, these wards at the sub-district level are only recognized for purposes of local government elections. As noted earlier, under the previous system of local government, a network of village productivity committees, ward councils and ward development committees had been established to facilitate development and induce participation. These 'grassroots participatory structures' made the local council the primary focus of development at district level. However, under the 1991 Act ward development committees and village productivity committees are not formally linked to local authorities and are thus no longer functional in most instances. The result has been the creation of an 'institutional vacuum', with no effective forum for community participation in decision-making on local development activities and issues at sub-district level.

Thus although local authorities are accountable to the ratepayers, opinion polls indicate that most people feel councillors do not reflect their views in the council and are not accountable to residents (Moomba, 2002:29; Lolojih, 2003:16). Studies have also shown that the public have little trust in local government and there is a low level of participation in local government elections (Erdmann and Simutanyi, 2003).

Conclusion

Although local governance reforms have brought about significant changes in policy frameworks and institutional structures, in order to facilitate and anchor effective delivery of socio-economic development services, local authorities are faced with difficult constraints and challenges. The strength of decentralised local governance remains limited. For it to be effective, not only should local governance be downwardly accountable, but other central government agencies and bodies at district level should also be accountable to local government. The argument that democratic decentralised local governance can deliver services more efficiently and more responsively depends on the adequate provision of resources.

Yet lack of financial resources continues to constrain the effectiveness of local authorities. The failure to fully empower local authorities undermines their effectiveness and legitimacy.

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction to the chapter

The chapter presents the methodology used in the study. The study design, target population, sample size, sampling methodology, research instruments, data analysis and limitations of the study

3.1 Research Design

The study used both the qualitative and quantitative designs in order to give accurate information on the research study under discussion.

3.2 Target population

The researcher involved local ward councilors from 15 wards, Council Workers, Town Clerk, Mayor and the general public.

3.3 Sample size

A total sample size of 40 respondents were involved in the study that comprised of the following:-

Ward Councilors	15
Council workers	13
Town Clerk/Mayor	2
General Public	10
Total	40

3.4 Data Collection

Both primary and secondary data was used in collecting information. The study utilized qualitative methods such as semi-structured informal interviews and self administered Questionnaires for the case study.

In primary data, the researcher involved primary sources such as interview guides and questionnaires.

In secondary data, the researcher involved books, newspapers, reports, policies and books on the decentralization policy and local government administration.

3.5 Sampling Procedures

In order to select 20 respondents from the sample size the following methods were used:-

- ❖ Purposive sampling method was used in selecting Mayor/Town Clerk.
- ❖ Stratified random sampling method was used in selecting council workers and ward councilors.

3.6 Data Analysis

The analysis of the findings was done under the Computer software called (SPSS) Statistical package for the social sciences. The SPSS was chosen in that it offers a comprehensive solution for reporting, modeling and analysis of data. The software is user friendly in that it automatically converts data into statistical charts, graphs, percentages and tables to determine tendencies in response pattern. SPSS is also systematic and accurate while qualitative data was analyzed thematically.

3.7 Limitations of the study

Undoubtedly, a study of this magnitude and sensitivity was confronted at two major fronts, by respondents not being willing or free to tell the truth by way of protecting their self image or may fear to expose their superior's weaknesses.

CHAPTER FOUR

PRESENTATIONS OF THE RESEARCH FINDINGS

5.0 Introduction to the chapter

The proceeding chapter presents the research findings in relations to research hypothesis and objectives. In the same vein, the findings have been compared in relation to the literature review. Finally the chapter is presented in sub headings to give preference to the reader.

5.1 Background information of the research setting

The research setting was done at Kabwe Municipal Council in Kabwe District. Kabwe is the capital of the central Province, 137 Kilometers north of Lusaka and 200 Kilometers south of the Copperbelt.

Kabwe tells its own story. It is a short for ‘Kabwe Ka Mukuba” The stone of Ore” or the place of smelting. Here a mining engineer T.G. Davey on the lookout for signs of Copper, stumbled on the curiously shaped hill known to the people as ‘Muntwe wa Nsofu’ or ‘Elephants head’. Exploring the head more closely, he discovered rich outcrops of lead and Zinc. The formation of the deposits was similar to that in Australia. The temptation therefore was to rename the place ‘Broken Hill Man’ was for him to great to resist. Kabwe became ‘Broken Hill’ for the next 65 years.

The mine became the largest in the country until overtaken in the early 1930s by larger copper mining complexes on the Copperbelt. Apart from lead and zinc it also produced silver, manganese and heavy metals such as cadmium, vanadium, and titanium in smaller quantities.

In 1921 a human fossil (a skull) called Broken Hill Man or Rhodesian Man (classified as *Homo rhodesiensis* or *Homo heidelbergensis*) was found in the mine.

The mine, which occupies a 2.5 km² site just 1 km south-west of the town centre, is now closed but metals are still extracted from old tailings. A study by the Blacksmith Institute found Kabwe to be one of the ten worst polluted places in the world due mostly to heavy metal (mostly zinc and lead) tailings making their way into the local water supply.

Headquarters of Zambia Railways

The first railway in the country, operated by Rhodesian Railways (when the territory was administered as North-Western Rhodesia and North-Eastern Rhodesia) reached the Broken Hill mine as early as 1906, and the town became the northern base for the railway, which was the second biggest employer after the mining industry. A locomotive maintenance facility was constructed there. In 1909 the railway reached Ndola in what was to become the Copperbelt in the late 1920s.

The railway workers' unions played a large role in politics of the country. In racially-segregated colonial times before Africans had the vote, the town was the seat of Roy Welensky, leader of the powerful Rhodesia Railway Workers Union (RRWU), who became Prime Minister of the ill-fated Federation of Rhodesia and Nyasaland, which was opposed by the Northern Rhodesia Railway Trade Union (the black Africans' union) led by Dixon Konkola and also based in Kabwe.

Today the town is the headquarters of Zambia Railways but employment levels on the railway have been heavily cut back.

Kabwe's role in Zambia's independence

Reflecting Kabwe's central location and railway union base, it was chosen as the site for a rally held on October 26, 1958 at Mulungushi Rock north of the city by the Kaunda-Kapwepwe breakaway group from the Zambian African National Congress. Later, they founded the political party UNIP which led the successful independence movement and continued to hold conferences at Mulungushi Rock, which became known as the 'birthplace of independence' in Zambia.

Transport links

The name was changed to Kabwe in 1966, shortly after independence. As well as being on the main Lusaka-Copperbelt railway line it lies on the Great North Road. To the east of the city are the hydro-electric power stations of the Mulungushi Dam, Mita Hills Dam and Lunsemfwa Falls, built to power the mine and town.

Industries and agriculture

Closure of the mine led to economic decline for Kabwe. It has a number of manufacturing industries including the Zambia-China Mulungushi Textiles plant established with Chinese investment in the 1980s, but after suffering large losses this plant has closed (temporarily according to management) at the beginning of 2007.

Other industries include pharmaceuticals, milling and cotton ginning, and leather tanning.

Commercial farming areas surround the city about 10 km from the centre, and the road and rail links provide ready access to markets of the Copperbelt and Lusaka.

Kabwe is the home to big universities in the country, Mulungushi University and Nkrumah University. The two Universities has over 60,000 students doing different courses and they are one of the Universities that the country depend on in natial development.

5.1.1 Background information of the respondents

The researcher interviewed 40 respondents that were generalized as follows.

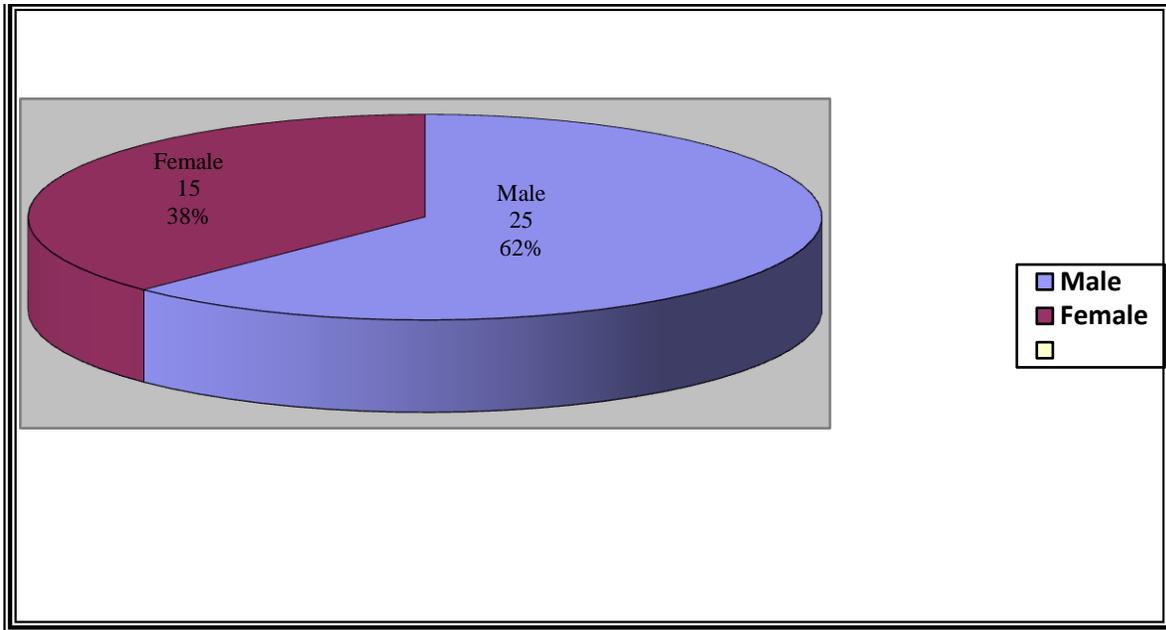


Figure 1. Gender Characteristics of the respondents.

Out of the 40 respondents interviewed 5 respondents were self employed and 9 were unemployed and the rest were working in the Local Council (Kabwe Municipal Council) as presented below:

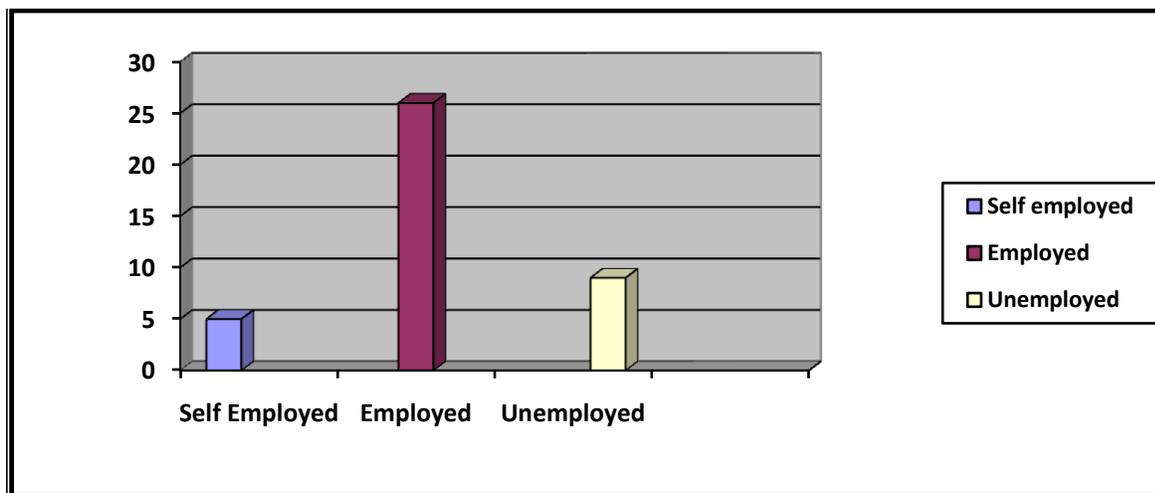


Figure 2. Employment Status of the respondents.

26 respondents were working in Kabwe Municipal Council as shown on the Figure above.

5.2 Findings in relations to the research objectives

5.2.1 Challenges faced by Kabwe Local councils in decentralization policy.

The researcher found three main challenges of which 14 respondents representing 35% said that Kabwe Municipal Council lacks integrated planning of the town, 9 respondents attributed the challenge to lack of community participation in which they said, the community always depend on the council to do things for them.

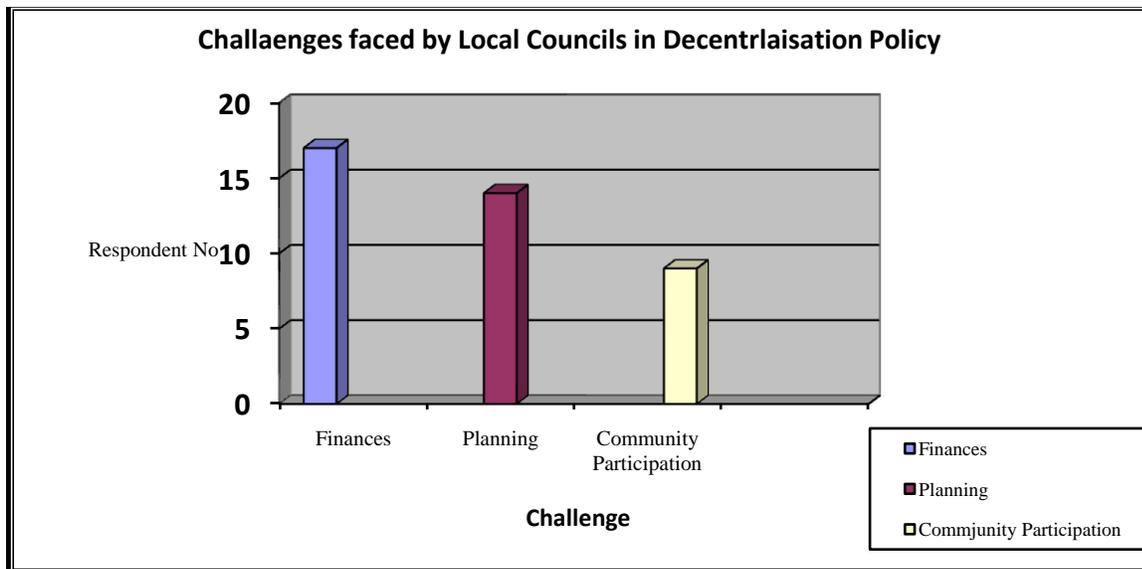


Figure 3: Challenges faced by Kabwe Municipal Council in decentralization policy.

17 respondents representing 42% said that the Kabwe Municipal council is hit by Financial challenges in which they fail to do tangibles products such as waste management.

5.2.2 Key policies in place at Kabwe Municipal Council.

The researcher found that Kabwe Municipal Council had number of policies one of those

Key polices at Kabwe Municipal Council	Frequency	Percentage
Taxation and Health Inspections	12	30 %
Waste Management	10	25%
Road rehabilitation	18	45%
Total	40	100%

The researcher found that the local council is running taxation programmes especially as market Levy is concerned, health inspection in the district.

10 respondents representing 25% said that the local councils have also been involved in waste management, they clean the towns and markets and collect refuse and manage waste in the district.

18 respondents representing 45 % as shown on the Table above said that, the local councils are also working on roads that are bad with the help off supporting partners.

5.2.3 Mitigation measures of challenges faced by Kabwe Municipal Councils.

The researcher found that in overcoming the challenges being faced by the local councils, the central government needs to be helping them with money. They also need more income Generating ventures so as to raise enough money needed for its projects.

17 respondents representing 42 % said that the Council planners need to work hand in hand with District Planners to plan the district well especially as housing in the district is concerned.

CHAPTER FIVE

DATA ANALYSIS

5.0 Introduction to the chapter

The chapter focuses on the results presented in the previous section in which the findings have been assessed in relation to how the findings have achieved the research objectives. In the same vein, research findings in relation to the literature review have been taken into consideration.

5.1 Institutional frame work

Kabwe Municipal Council (KMC) is geographically centrally located in the country. The council is politically controlled through elected representatives of the people through wards. The Council has the board of councilors, headed by His Worship the Mayor, who provides policy direction to the management.

As presented in the previous chapter, in section 5.11 (Figure 1) only 15 respondents out of 40 respondents participated in the research of which 38% of the work forces of Kabwe Municipal Council are ladies.

The findings were generalized in that in many types of council, or government institutions gender is given a female face. When you mention the word gender men tend to think its women issues. Gender is never considered in service delivery or even being addressed in the council. Kabwe Municipal Council is excited about this process as they have in the past endeavored to engender the council but they did not have the skills to do so. The council also endeavors to develop a workplace Gender Policy.

From the research findings, the results highlight that the low numbers of female representation does not discourage them to participate actively, they do try to participate but their views are not mostly considered. She pointed out that numbers are important as they play a key role in decision making. Decision made by the councils and approved by the council meeting are final and if the women did not participate or make any contributions they cannot influence such decisions.

Women are fully involved in waste management; this is done directly in the Public health department. Records of meetings available but statics not disaggregated. HIV and AIDS and care work.

5.2 Challenges faced in implementing the decentralized policy.

Kabwe Municipal Council is facing daunting challenges. For years now, the council has learnt to accept the bitter fact that problems are part of their daily existence and wonder whether these problems will one day come to an end.

A number of factors have contributed to the problems currently haunting the local authorities, which have to an extent, rendered them non-existent or at least caused many people not to appreciate their importance.

Notable among these factors is the lack of financial resources. The council is beset with perpetual financial problems to the extent that they are not able to provide social services to the general population like collection of garbage, maintenance of feeder roads as well as good drainage and sewerage systems. This failure to provide basic social service has resulted in perennial outbreaks of cholera in most parts of the country thereby adding yet another problem to the local authorities.

So then, in the context of what is currently prevailing in the local authorities, could the decentralisation become a viable solution?

Since decentralization is the transfer of resources, power and authority from the central government to the local authorities, it is often argued that the phenomenon can play a key role in ensuring better development of communities. This notion stems from the need for the citizenry to exercise control over their own local affairs and foster meaningful development, which would also help to reduce poverty at local level.

Financial Crisis

Raising sufficient revenue is one of the most intractable problems facing most local authorities, and the majority of councils are unable to meet their statutory functions and obligations. Although the 1991 Local Government Act has given councils vast powers to raise and generate their own revenues, few are able to take advantage of this provision

due the fact that their resource base is too small to sustain their operations. As a result, local authorities have accumulated crushing burdens of debt or arrears and are now faced with financial crises (Crook and Manor, 2001). Few can stand on their own feet.

In addition, government actions and policies have exacerbated the financial problems of councils, which face severe resource constraints due to the following:

- Declining and erratic disbursements of grants from central government
- Erosion of asset base through various actions and policies of the central government such as the 1992 directive to councils to disinvest in commercial ventures and sell rental housing stock at uneconomical prices.
- Unfunded mandates – local authorities given increasing responsibilities without corresponding capacity in resource mobilization
- Redirection of funds intended for local authorities to the control of local politicians, for example constituency development funds and youth projects funds controlled by MPs, or to semi-autonomous local institutions such as the Health and Education Management Boards created to perform specific functions on behalf of sector ministries.

This lack of resources has left significant gaps in service delivery capacity and placed limitations on the extent of to which stakeholders can participate in development management. Without financial sustainability, local authorities are unable to effectively provide services to their communities, and their developmental capacity and autonomy are thereby undermined.

Lack of Integrated District Development Management and Planning

There is a lack of holistic, integrated planning and management at district level. Effective integrated planning and management is undermined by the absence of an effective coordinating mechanism under the direct control of the council. District Development Coordination Committees (DDCCs) were established in 1993 as forums for planning and implementation of development activities, as well as community

participation. They are technical committees mandated to coordinate development activities in the district and prepare development plans for submission to the district council. The DDCC is composed of heads of central government departments and other development agencies represented in the district, as well as the executives of the district councils. Thus, the majorities of the members is bureaucrats representing central government departments, and are answerable to their parent ministry, not the local authority. The council has no legal administrative authority over central government line ministries. The deconcentrated sector ministries which provide services within the council's area of jurisdiction, report direct to their parent ministries in the capital city of Lusaka.

Thus they remain primarily responsible to their ministerial chain of command. The DDCC is thus rendered ineffective because it has no legal authority to back up its operations, and the council has no control over its operations.

The Extent of Meaningful Citizen Participation in Local Governance

The major weakness in the current local governance system is the lack of legally constituted local government institutions at the local, ward or area level. There is no forum for community participation in decision-making on local development activities and affairs. Under the 1991 Local Government Act, each council's area of jurisdiction is demarcated into wards. However, these wards at the sub-district level are only recognized for purposes of local government elections. As noted earlier, under the previous system of local government, a network of village productivity committees, ward councils and ward development committees had been established to facilitate development and induce participation. These 'grassroots participatory structures' made the local council the primary focus of development at district level. However, under the 1991 Act ward development committees and village productivity committees are not formally linked to local authorities and are thus no longer functional in most instances. The result has been the creation of an 'institutional vacuum', with no effective forum for community participation in decision-making on local development activities and issues at sub-district level.

Thus although local authorities are accountable to the ratepayers, opinion polls indicate that most people feel councillors do not reflect their views in the council and are not accountable to residents (Moomba, 2002:29; Lolojih, 2003:16). Studies have also shown that the public have little trust in local government and there is a low level of participation in local government elections (Erdmann and Simutanyi, 2003).

5.3 Key policies in place at Kabwe Municipal Council

The council does not have a workplace policy on HIV/AIDS but they do run awareness campaigns. In the campaign materials there are inclusion of gender aware messages and slogans. Concerning Social development programmes. The council has a library but there are no sex disaggregated data kept for the use of the facilities. Community centres are dilapidated and need renovation though they are mostly used by male youths.

5.4 Mitigation measures to challenges faced by Kabwe Municipal Council

Three main strategies were employed as the solution to Kabwe Municipal Council, community mobilization in development projects, Central Government support and income Generating Ventures to strengthen the decentralized policy. The strength of decentralized local governance remains limited. For it to be effective, not only should local governance be downwardly accountable, but other central government agencies and bodies at district level should also be accountable to local government. The argument that democratic decentralized local governance can deliver services more efficiently and more responsively depends on the adequate provision of resources.

Yet lack of financial resources continues to constrain the effectiveness of local authorities. The failure to fully empower local authorities undermines their effectiveness and legitimacy.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusion

Kabwe Municipal Council (KMC) is geographically centrally located in the country. The council is politically controlled through elected representatives of the people through wards. The Council has the board of councilors, headed by His Worship the Mayor, who provides policy direction to the management.

Over the years since our political independence in 1964, successive Governments of our Republic have designed and endeavoured to implement measures aimed at the attainment of full democratic governance and economic independence with prosperity for all citizens.

In view of the highly centralized and exclusive structure and systems of government inherited from the colonial era, the subject of decentralization has as a matter of both objective necessity and popular demand, taken a central place in nearly all past independence government programmes of democratisation and economic development

Although local governance reforms have brought about significant changes in policy frameworks and institutional structures, in order to facilitate and anchor effective delivery of socio-economic development services, local authorities are faced with difficult constraints and challenges. The strength of decentralised local governance remains limited.

5.2 Recommendations

In light with the observable challenges being faced by Kabwe Municipal Council the following have been the recommended:-

4. The strength of decentralised local governance remains limited. For it to be effective, not only should local governance be downwardly accountable, but other central government agencies and bodies at district level should also be accountable to local government.
5. The argument that democratic decentralised local governance can deliver services more efficiently and more responsively depends on the adequate provision of resources.
6. Yet lack of financial resources continues to constrain the effectiveness of local authorities. The failure to fully empower local authorities undermines their effectiveness and legitimacy.

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APPENDIX SECTION

APPENDIX A

SELF ADMINISTERED QUESTIONNAIRES FOR GENERAL PUBLIC

Instructions

1. This booklet has questions about you, and about your experiences and interests related to performance of Kabwe Municipal Council.
2. There are no correct or incorrect answers, only answers that are right for you. Please think carefully and give answers that reflect your own thinking.
3. This questionnaire is being given to Kabwe residents from different areas. That is why some questions may seem strange to you. If there is a question you do not understand, just leave it blank. If you are in doubt, you may ask the teacher, since this is not a test!
4. For most questions, you simply put a tick in the appropriate box.
5. The purpose of this questionnaire is to find out what pupils in different parts of Kabwe think about performance of Kabwe Municipal Council and its challenges in providing services to the community.
6. Your answers are anonymous, so please; do not write your name on this questionnaire.

THANK YOU!

Your answers will be a big help.

SECTION 1 (Personal details).

Gender Distribution: Male Female

Occupation: Employed Self employed Not Employed

SECTION 2

1. For how long have you stayed in Kabwe?

2. What do you understand by the term ‘Local Authorities’?

3. What are some of the roles do Kabwe Municipal Council play in Social and Economic development?

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4. How effective are these roles?

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5. What are some of the challenges do Kabwe Municipal Council face?

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6. What do you think should be done to solve the mentioned subject?

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Thank you for your participation!!!

APPENDIX 2

INTERVIEW GUIDE FOR WARD COUNCILORS

1. Which ward do you represent?
2. What motivated you to become a councilor?
3. What challenges is your ward currently passing through?
4. As the councilor what have you done to solve the challenge (s)?
5. What is your main interest in the Local Government and Housing?
6. In the period that you have worked as the Local Government Councilor , what positive development projects you have so far implemented in your work?
7. What do you understand by the term ‘decentralization policy’?
8. What are the challenges being faced by Kabwe Municipal Councils in implementing the decentralization policy?
9. What do you think are the causes of these challenges?
10. In your own opinion what do you think should be done for Kabwe Municipal Council to effectively implement Local Government decentralization policy?

APPENDIX 3

INTERVIEW GUIDE FOR THE TOWN CLERK/MAYOR

1. What are some of the challenges you have faced so far in your work?
2. How have you managed to solve the mentioned challenge?
3. What is your motivation in the work that you do?
4. What challenges are currently hitting Kabwe Municipal Council ?
5. What policies have you put in place to solve the mentioned chalalnges?
6. In the period that you have worked as the Town Clerk /Mayor , what positive development projects you have so far implemented in your work?
7. How do you define ‘decentralization policy’?
8. How is the Kabwe Municipal Council working towards the decentralization policy?
9. What are the challenges being faced by Kabwe Municipal Councils in implementing the decentralization policy?
10. What do you think are the causes of these challenges?
11. In your own opinion what do you think should be done for Kabwe Municipal Council to effectively implement Local Government decentralization policy?