

IMPLEMENTATION OF THE NATIONAL DECENTRALISATION POLICY IN ZAMBIA

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COMMITTEE ON LOCAL GOVERNANCE, HOUSING AND CHIEFS AFFAIRS

PARLIAMENT LUSAKA

START



QUESTION 1

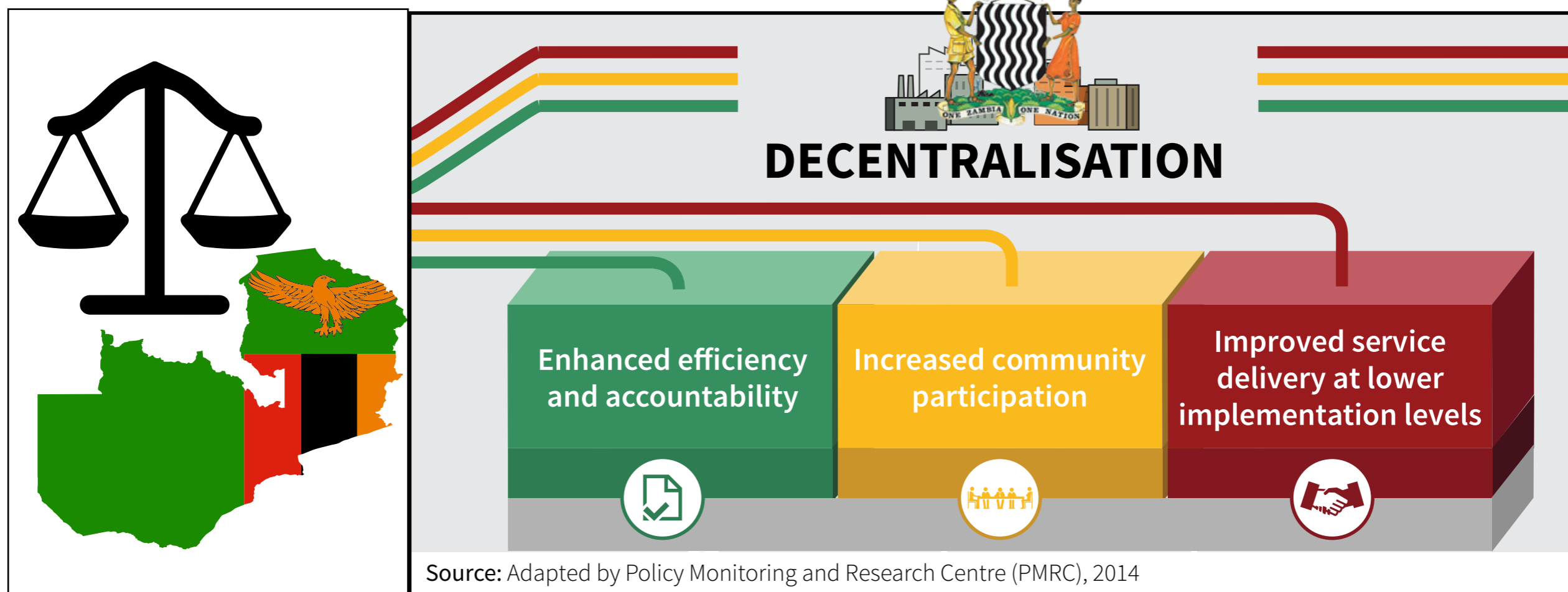


1. The regulatory and legal framework governing the implementation of the decentralisation policy and whether or not the frameworks are adequate

Introduction

- Since independence, Zambia has been committed to the principle of decentralisation as a **primary vehicle for attaining the vision of a democratic and developmental state.**

Figure 1: Common Aims of Decentralisation





- Government has undertaken substantial preparatory work to facilitate the implementation of the decentralisation process.
- This work has included:
 - a) Establishing a clear policy position on decentralisation,
 - b) Sensitizing the public and
 - c) Setting up of implementation structures at all levels, - **has laid a firm foundation for implementation of the policy.**





Decentralisation in Zambia is backed by various key pieces of legislation, regulation and Institutions as depicted below.



A) CONSTITUTIONAL BACKING

C) DECENTRALISATION POLICY

D) SEVENTH NATIONAL DEVELOPMENT PLAN

E) CIRCULAR NO 10 OF 2014

B) DECENTRALISATION SECRETARIAT

F) NATIONAL BUDGET



National Constitution



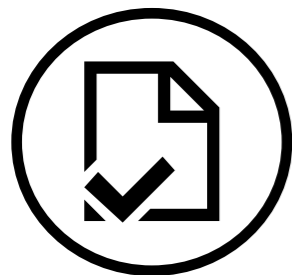
- The principle of devolution is strengthened by the Constitution of Zambia (Amendment) Act No. 2 of 2016, **which provides for the system of local government based on democratically elected councils.**

Decentralisation Secretariat



- The government through Cabinet Office (Decentralisation Secretariat) is developing systems to ensure effective nationwide supervision and co-ordination programme to facilitate smooth implementation of the decentralisation process in general and the Circular No. 10 of 2014 in particular.

The Decentralisation Policy 2013



- The Decentralisation policy is a guide **to transference of authority, functions and responsibilities to lower levels of governance.**

Circular No 10 of 2014



- The Circular **served as notice of Government's intention to commence the devolution process**, outlined milestones achieved, implementation modalities and phasing of the devolution process. It also provided direction on the institutional framework for the decentralised system of government at all levels



Seventh National Development Plan (2017- 2021)

- It is Important to note that Fifth National Development Plan (FNDP) and Sixth National Development Plan (SNDP) were affected by inadequate implementation of the decentralisation policy.
- The Decentralization policy provides the principles of implementation of the 7NDP and therefore full implementation of the decentralisation policy is a critical condition of success for the implementation of the 7NDP.

The 2018 National Budget

- In the 2018 National Budget, , Government commits to ensuring that **finances required to provide front-line public services and infrastructure projects at provincial and district level are deconcentrated to provincial administration.**

***Therefore - The regulatory and legal framework governing the implementation of the decentralisation policy is visible and adequate to some extent. The main challenge is adequate implementation.**

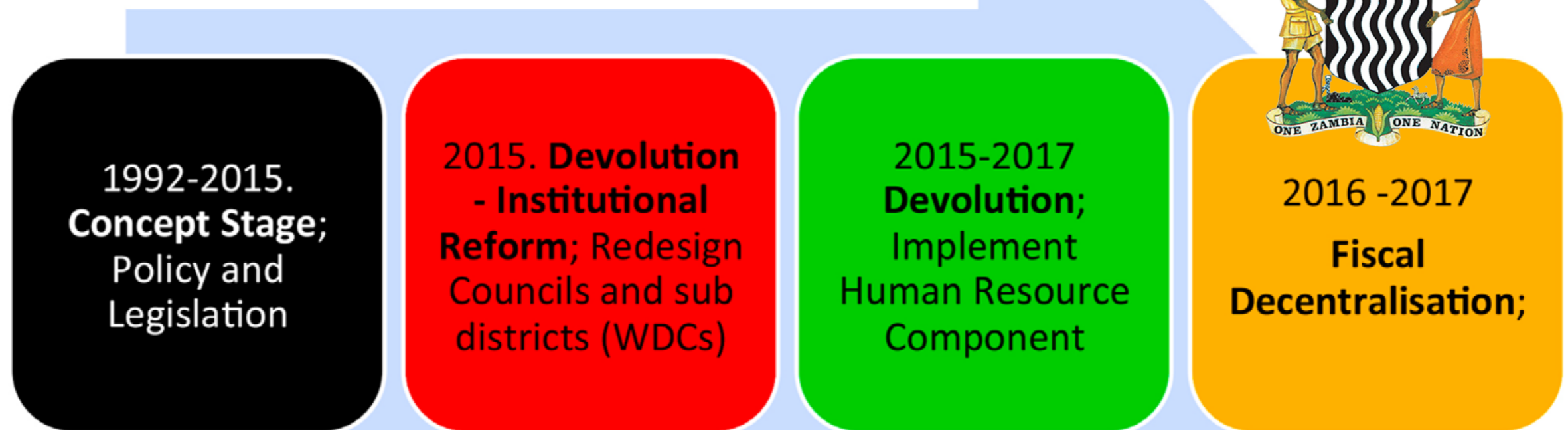




QUESTION 2

- Assessment of the progress that has been made towards the completion of the devolution of the functions to the councils and whether or not the decentralisation process is on course

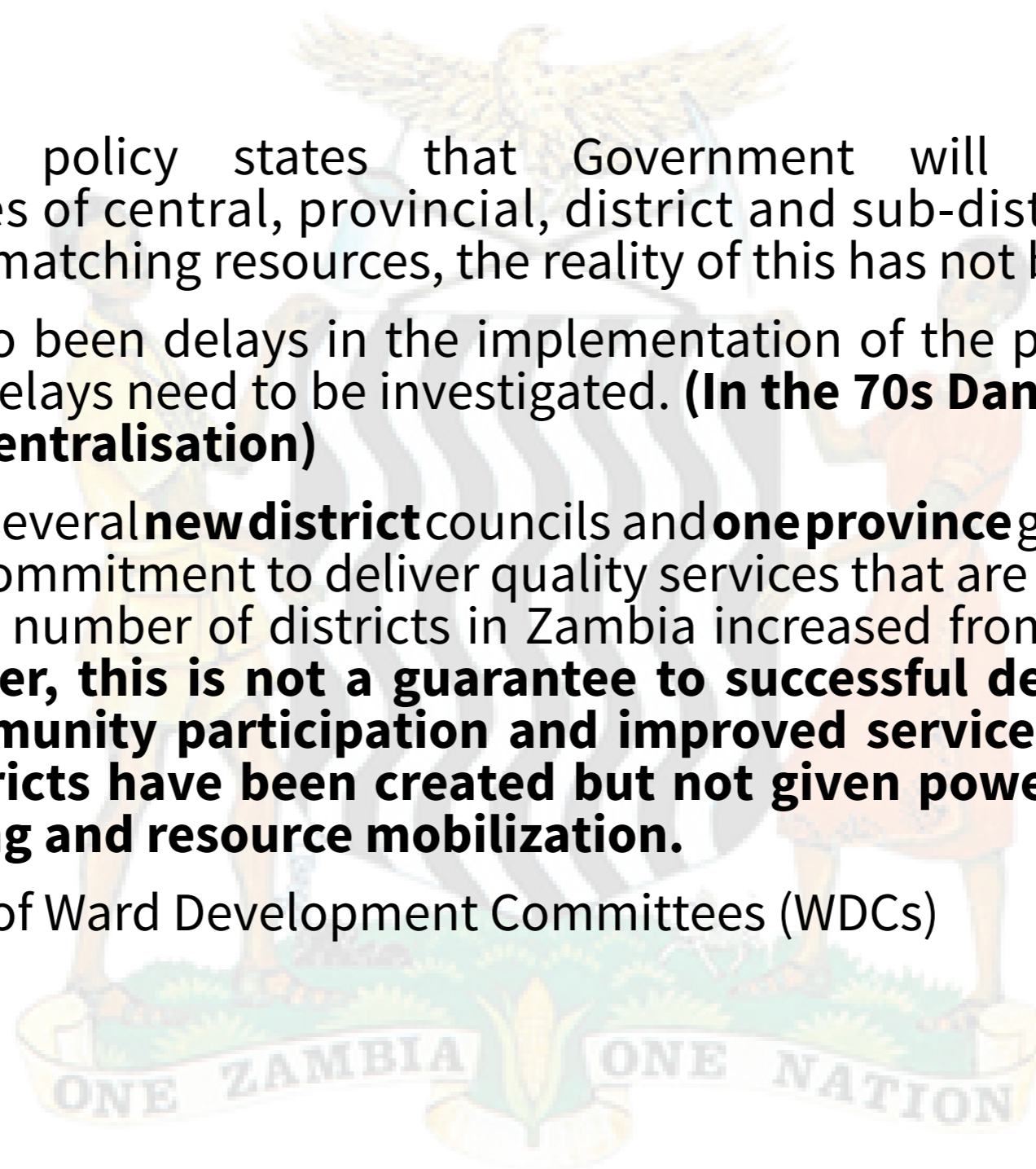
Process and Timelines for Implementation of Decentralisation in Zambia



Source: Decentralisation Secretariat



- Although the policy states that Government will realign functions and linkages of central, provincial, district and sub-district governance structures with matching resources, the reality of this has not been seen thus far.
- There have also been delays in the implementation of the policy from the 90's to date. These delays need to be investigated. **(In the 70s Dan Munkombwe was minister of decentralisation)**
- The creation of several **new district** councils and **one province** goes to demonstrate Government's commitment to deliver quality services that are easily accessible to the people. The number of districts in Zambia increased from 72 in 2012 to 103 in 2014. **However, this is not a guarantee to successful decentralisation for increased community participation and improved service delivery. In most cases, the districts have been created but not given power or authority for decision-making and resource mobilization.**
- Establishment of Ward Development Committees (WDCs)





3. Whether or not the councils have the capacity to effectively perform the devolved functions. This should be clearly elaborated

- We are aware that Government is **planning specifically designed training courses** for Council staffs to prepare for the new functions. These will be organised by the Ministry of Local Government and Housing as well as other training providers such as National Institute for Public Administration or the University of Zambia.




Local Council

Government



PMRC conducted a mini survey with 7 Councils randomly selected and the results are displayed in the matrix attached.

Local Council Survey Question	Answers & Results
1. Does the council have copies of the Decentralisation Policy?	■ 100% Response
2. As a council, do you have clear understanding of what your role is in the successful implementation of the decentralisation policy? 	■ The majority of Councils have understanding of the decentralisation policy as well as its parameters of implementation. ■ Some lower level staff are just aware of the Policy and not details and provisions ■ No deliberate move has been put in place by councils to sensitize the lower level staff members on the decentralisation policy.
3. Have any functions been devolved to this council?	About 75% responded with Affirmative



Local Council Survey Question

4. If yes, what powers have been devolved to you as a council from the central Government?



5. Does your council have the capacity to effectively perform the devolved functions (scale of 1 to 5)

Answers & Results

- Managing the devolved functions in terms of **administration and reporting**

- The provisional Administration office will take charge of all **government projects** in 2018 that is contracting the contractors


- Others listed **Early Education, Social welfare**

- Council staff are participating in more planning meetings with the **Ministry of Local Government**

- Given the **resources** that are finances, the councils are able to carry out their new functions

- **The Average score was 3.7%**



Local Council Survey Question	Answers & Results
6. If yes, have the devolved new functions been accompanied by capacity building / adequate Finances?	<ul style="list-style-type: none">■ There is Inadequate Financing■ There is Inadequate Capacity Building
7. What challenges are you facing as a council in the implementation of the decentralisation policy 	<ul style="list-style-type: none">■ Resistance■ Strain on council financial resources■ Dual reporting system■ The presence of the District Commissioners (DC) office-■ Dual reporting system- this system is making it difficult for the councils to completely carry out their roles because the devolved departments report to both the councils and the provincial heads.■ The partial devolution of just administrative roles and not fiscal decentralization is posing a challenge to the councils since they have limited funds to run the planned projects of the devolved departments.



Local Council Survey Question

7. What challenges are you facing as a council in the implementation of the decentralisation policy



8. What needs to be put in place to ensure smooth implementation of the decentralisation policy?



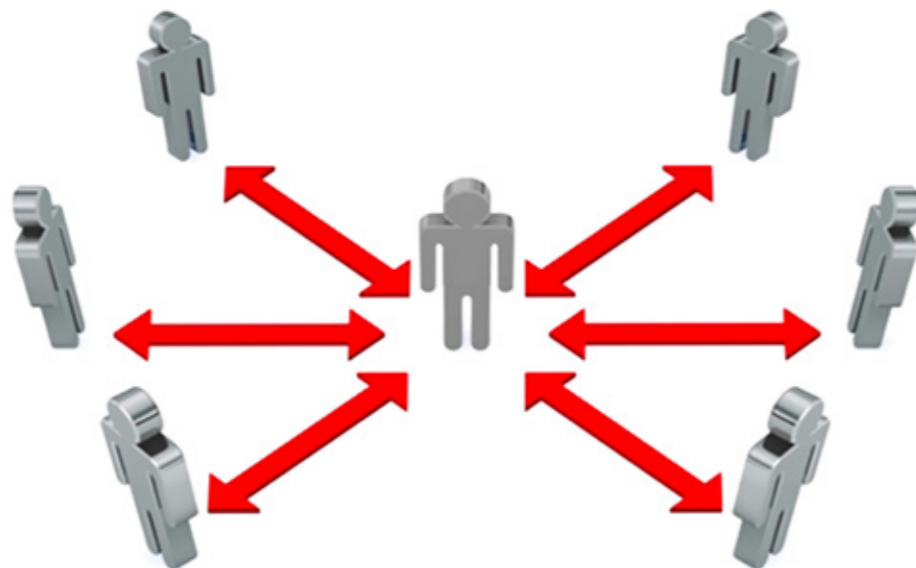
Answers & Results

- One of the challenges that local authorities are facing is the **inactiveness of the decentralization secretariat**. There is more of decentralization directives from cabinet and less from the secretariat.
- **Lack of a clear road map concerning decentralisation policy**. Coordination in terms of budgeting, there was no directive in terms of budgets which were submitted but not followed
- **There is need to harmonize the provisions of the policy** in relation to fiscal decentralization, reporting channels of the devolved departments and hiring of staff for devolved departments. There is need for more resources to be channelled to the council in order for them to implement planned projects and provide office space for the devolved departments.



Local Council Survey Question

8. What needs to be put in place to ensure smooth implementation of the decentralisation policy?



Answers & Results

- There is need for the local **government commission** to distribute the revised register of establishments to foster the realization of decentralisation.
- There is need for the decentralization secretariat to **build capacity** of the **councils in their efforts** to implement the decentralization policy.
- i. The local commission should quickly officially transfer of staff for devolved departments to local authorities in writing so that the staff might start to report to the local authorities fully.
- ii. for devolved funds in order for the local authorities to implement planned activities.
- iii. The local government commission should quickly put mechanisms to resolve the misunderstanding of roles involving the devolved departments between the local authorities and the



Known challenges faced in the implementation of the Decentralisation Policy

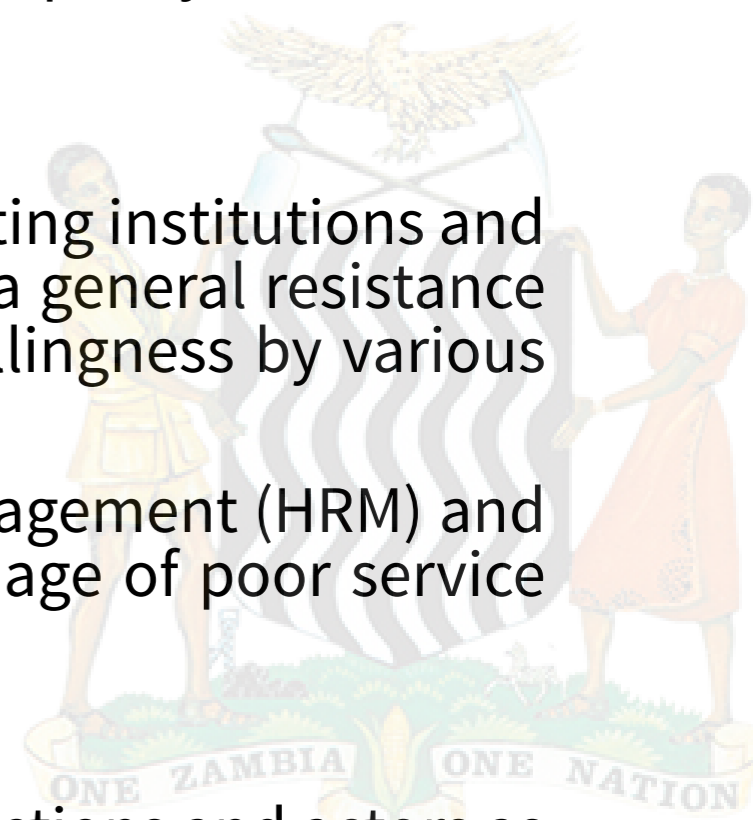
According to engagements with the Decentralisation Secretariat, some of the major challenges faced in the implementation of the decentralisation policy include the following;

1. The Context is which the policy is being implemented

- Strong overarching legacy of centralisation (resistance) affecting institutions and mind-sets at all levels. In some cases and locations, there is a general resistance or reluctance to change and this is evident in the lack of willingness by various officers to be involved in the decentralization process.
- Widely held poor image of Councils in Human Resource Management (HRM) and service delivery. Councils across the country have a poor image of poor service delivery,

2. Complexity

- Decentralisation reform covers a wide scope and depth of functions and actors as already stated. Interrelationships between objectives and outcomes typically are not immediately visible to most actors.





3. Programme management

- Extensiveness and depth of scope poses substantial programme management challenge for limited DS structure

4. Inadequate financing and insufficient capacity building.

5. Limited coordinated efforts to implement the policy.

- Lack of a clear road map concerning decentralisation policy. Coordination in terms of budgeting, there was no directive in terms of budgets which were submitted but not followed.



Local Council

Government



Recommendations

- PMRC affirms that with effective implementation, well-defined responsibilities, definite functions, and distinct lines of authority and communication, Government may attain the set objectives of increased community participation and improved service delivery through decentralisation.

Therefore Government must ;

1. **Strengthen the M&E mechanisms** set to monitor the effectiveness of the policy progressively.
2. **Reinforce institutional and individual capacity building** for exceptional performance.
3. **Review objectives, strategies and implementation plan of the policy**
4. **Ensure financial resources** are available for activities and functions to be carried out while reinforcing and building capacity for revenue collection.
(Broaden the revenue collection base for councils)

THANK YOU

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Response to this presentation can be sent to:

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