



INTEGRATION OF ZAMBIA LOCAL AUTHORITIES IN THE EUROPEAN COOPERATION PROGRAMMING PROCESS 2021-2027

A COMPENDIUM OF KEY REFERENCE DOCUMENTS

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SUPPORTED BY



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LIST OF ABBREVIATIONS

ACP	-	African, Caribbean and Pacific
DDCC	-	District Development Coordinating Committee
DIP	-	Decentralisation Implementation Plan
DPIC	-	Decentralisation Policy Implementation Committee
EDF	-	European Development Fund
LGAZ	-	Local Government Association of Zambia
MDA	-	Ministry, Department and Agency
MLG	-	Ministry of Local Government
NDP	-	National Development Plan
NDP	-	National Decentralisation Policy
NGO	-	Non-Governmental Organization
NIP	-	National Indicative Programme
PDCC	-	Provincial Development Coordinating Committee
SDA	-	Strategic Development Area
TALD	-	Territorial Approach to Local Development
7NDP	-	Seventh National Development Plan
UCLGA	-	United Cities and Local Governments of Africa
UNDP	-	United Nations Development Programme

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1. Introduction and Context of the Mission

The programming process (2021-2027) of the EU cooperation is aimed at enhancing the preparedness of local authorities and their national associations in the dialogue and interaction with the central government and the EU delegation at country level.

Local authorities, through their national associations, should therefore be integral part in the programming process alongside the representatives of the national government, in the dialogue with the EU delegations. To this end, the UCLG Africa secretariat supported and coordinated the mobilization of a consultant to facilitate the task of the President and Executive Secretary of the Local Government Association of Zambia (LGAZ) in gathering basic information, and preparing the analytic work to be presented to the members of the association during the national webinar.

The Compendium of the reference materials, listed below, therefore, constitutes the first of the two deliverables of the Consultant services to support the local authorities in Zambia, and their national association (LGAZ) in their preparedness for the Programming process of the 2021-2027 EC co-operation.

This deliverable follows the signing of a **Services Contract** between the United Cities and Local Governments of Africa (UCLG – AFRICA), the umbrella organization and representative of African local authorities, AND DR. Peter Kaumba Lolojih, the Consultant.

2. Data collection methodology

In order to collect the necessary materials to constitute the compendium, the consultant held a meeting with officials from the national association (LGAZ) to ensure a solid base for supporting the nature and scope of the materials to be collected. The EU country mission was also contacted for relevant information. Over and above that, however, the consultant carried out desk research and also browsed the Internet with a view to collecting data useful to the assignment.

3. The Compendium

The Compendium is followed by a summary reader note on National Development Policy and Strategies, National Decentralization Policy, and EU Cooperation.

- 1) The National Decentralisation Policy, “Towards Empowering the People” (November 2002) Office of the President, Cabinet Office. Lusaka, Zambia
- 2) Decentralisation Implementation Plan (2009) - Ministry of Local Government and Housing; Decentralisation Secretariat. Lusaka, Zambia
- 3) Manual on Local Government and Decentralisation (January 2019) – Ministry of Local Government, and Local Government Association of Zambia. Lusaka, Zambia
- 4) Constitution of Zambia (Amendment, Act No. 2 of 2016) - Government Printer, Lusaka
- 5) The Service Commissions Act No. 10 of 2016 – Government Printer, Lusaka

- 6) Vision 2030 (2006). Republic of Zambia
- 7) Seventh National Development Plan (7NDP), 2017-2021 - Ministry of National Development Planning. Lusaka, Zambia
- 8) 7NDP Implementation Plan 2017-2021 - Ministry of National Development Planning. Lusaka, Zambia
- 9) Local Government Act No. 2 of 2019 – Republic of Zambia, Government Printer, Lusaka
- 10) The Urban and Regional Planning Act No. 3 of 2015
- 11) The Constituency Development Fund Act NO. 11 of 2018
- 12) Zambia’s Intergovernmental Fiscal Architecture - IFA (2017) – Lusaka, Zambia
- 13) Zambian LED Guidelines for Local Authorities – prepared for the Ministry of Local Government, and the Local Government Association of Zambia, Indego Consulting
- 14) Roadmap for Localizing the SDGs: Implementation and Monitoring at Subnational Level – Global Taskforce; UN Habitat; UNDP
- 15) Annual Report (2018) - Local Government Association of Zambia. Lusaka, Zambia
- 16) The Gender Equity and Equality Act No. 22 of 2015- Republic of Zambia - Government Printer, Lusaka
- 17) The Public Finance Management Act No. 1 of 2018
- 18) The Public Procurement Act No. 12 of 2008
- 19) Draft MLG Gender Strategy (2017-2022) – Ministry of Local Government, January, 2017, Lusaka
- 20) NGO Act No. 16 of 2009
- 21) National Tourism Policy – Ministry of Tourism and Arts. Lusaka, Zambia
- 22) National Health Policy (Final Draft), December 2011 – Lusaka, Zambia
- 23) Zambia National Health Strategic Plan 2017-2021. – Lusaka, Zambia
- 24) The National Agriculture Policy 2012-2030 (Final Draft) – Ministry of Agriculture and Co-operatives. Lusaka, Zambia
- 25) National Cooperative Development Policy (2012) – Ministry of Agriculture and Livestock, Department of Cooperative. Lusaka, Zambia
- 26) Report on the Evaluation of the Integrity Committee Programme in Zambia (June 2015) – Anti-Corruption Commission. Lusaka, Zambia

27) Report for the Evaluation of the National Anti-Corruption Policy (August 2015). Lusaka, Zambia

28) The Territorial Approach to Local Development (TALD)

29) The Cotonou Agreement

30) National Indicative Programme (NIP)

31) 2030 Agenda for Sustainable Development

4. Summary Reader Note¹

4.1 National Development Policy and Strategies

National Development Planning

The seventh National Development Plan (7NDP, 2017-2021), like its predecessors the fifth (2006-2010) and sixth (2013-2016) National Development Plans constitutes a very critical document for guiding the implementation of various policies and programmes aimed at achieving the overall 7NDP objective namely, *creating a diversified and resilient economy for sustained growth and socio-economic transformation driven by agriculture, mining and tourism*. The 7NDP embraces an integrated (multi-sectoral) approach under the theme **“Accelerating development efforts towards the Vision 2030 without leaving anyone behind”**. The integrated approach recognises the multi-faceted and interlinked nature of sustainable development which call for interventions to be tackled simultaneously through a coordinated approach to implementing development programmes. Zambia's Vision 2030 (2006-2030) aims to transform Zambia into a prosperous middle income nation by 2030 and to create a new Zambia which is a “strong and dynamic middle-income industrial nation that provides opportunities for improving the well-being of all, embodying values of socio economic justice.”

The Vision 2030 outlines long-term national and sector goals for attaining desirable socio-economic indicators, to fulfil the Zambian people’s aspirations. The aspirations of the Vision 2030 are operationalised through National Development Plans (NDPs).

Key Milestones and Decisions on Implementation

Strategic Development Areas (SDAs) of the 7NDP include the following:

- 1) **Economic diversification and job creation:** the development **outcomes** of this strategic area include a diversified and export-oriented agriculture; a diversified and export-oriented mining sector; a diversified tourism sector; improved energy production and distribution for sustainable development; improved access to domestic, regional and international markets; improved transport systems and infrastructure; improved water resources development and management; enhanced information and communication technology; and enhanced descent job opportunities; enhanced research and development.
- 2) **Poverty and Vulnerability Reduction:** the development **outcome** for this strategic area is enhanced welfare and livelihoods of the poor and vulnerable.
- 3) **Reducing developmental inequalities:** the development **outcome** for this strategic area is reduced inequalities.
- 4) **Enhancing human development:** the development **outcomes** for this strategic area is include improved health and health-related services; improved education and skills development; and improved access to water supply and sanitation.
- 5) **Creating a conducive governance environment for a diversified and inclusive economy:** the development outcomes for this strategic area include Improved policy environment; improved transparency and accountability; an inclusive democratic system of governance;

¹ See Annex 1

improved service delivery; improved rule of law, human rights and constitutionalism; and enhanced national values, principles and ethics.

The above development outcomes, under the five strategic development areas of the 7NDP, have a total of more than 70 strategies designed to achieve such outcomes. Selected strategies associated with the development outcomes are shown in Table 1 below.

Table 1: Sectors and Development outcomes and their (selected) associated strategies for achievement

Development Outcome	Selected Strategies
Diversified and export-oriented agriculture	<ul style="list-style-type: none"> - Improve production and productivity; - Promote access to finance for production and exports; and - Enhance investment in agricultural infrastructure.
A diversified and export-oriented mining sector	<ul style="list-style-type: none"> - Promote exploitation of gemstones and industrial minerals; - Promote petroleum and gas exploration; and - Promote small-scale mining.
A diversified tourism sector	<ul style="list-style-type: none"> - Promote tourism-related infrastructure; - Promote domestic tourism; and - Restock national parks.
Improved energy production and distribution for sustainable development	<ul style="list-style-type: none"> - Enhance generation, transmission and distribution of electricity; - Promote renewable and alternative energy; and - Improve electricity access to rural and peri-urban areas.
Improve access to domestic, regional and International markets	<ul style="list-style-type: none"> - Improve trade facilitation; - Enhance the competitiveness of Zambian products; and - Promote international cooperation
Improved transport systems and infrastructure	<ul style="list-style-type: none"> - Construction and rehabilitation of railways; - Development of aviation infrastructure and operations; and - Construction and rehabilitation of road network.
Improved water resources development and management	<ul style="list-style-type: none"> - Enhance rain water harvesting and catchment protection; - Promote local and transport-boundary aquifer management; and

	<ul style="list-style-type: none"> - Promote alternative financing for water resources development.
Enhanced information and communication	<ul style="list-style-type: none"> - Improved ICT infrastructure for service delivery; and - Provide electronic services.
Enhanced decent job opportunities in the economy	<ul style="list-style-type: none"> - Promote industrialisation and job creation; - Promote cooperatives development; and - Improve labour productivity.
Enhanced Research and Development	<ul style="list-style-type: none"> - Enhancing policy formulation and analysis.
Enhanced welfare and livelihoods of the poor and vulnerable	<ul style="list-style-type: none"> - Strengthen coordination of social protection systems; - Improve coverage and targeting of social protection programmes; and - Implement pension reforms.
Reduced inequalities	<ul style="list-style-type: none"> - Promote integrated rural development; and - Reduce gender inequality.
Improved health and health-related services	<ul style="list-style-type: none"> - Strengthen public health programmes; and - Enhance food security and nutrition.
Improved education and skills development	<ul style="list-style-type: none"> - Enhance access to quality, equitable and inclusive education; - Enhance private sector participation; and - Continuous review of curriculum.
Improved access to water supply and sanitation	<ul style="list-style-type: none"> - Enhance provision of adequate water and sanitation; and - Promote alternative financing for water and sanitation.
Improved policy environment	<ul style="list-style-type: none"> - Reform and re-establish inclusive consultative structures; and - Accelerate implementation of the Decentralisation Policy.
Improved transparency and accountability	<ul style="list-style-type: none"> - Strengthen transparency and accountability mechanisms; and - Strengthen public financial management.
An inclusive democratic system of governance	<ul style="list-style-type: none"> - Promote platforms for citizen engagement and participation; and - Strengthen electoral processes and systems.
Improved service delivery	<ul style="list-style-type: none"> - Scale-up public service reforms; and

	- Strengthen land administration and management.
Improved rule of law, human rights and constitutionalism	- Strengthen prosecution system; - Enhance access to justice; and - Promote human rights.
Enhance national values, principles and ethics	- Promote inculcation of national values and principles; and - Enhance research in application of values and principles.

Effective and visible participation of local authorities in the implementation of the 7NDP seems to be undermined by the failure to complete the implementation process of the National Decentralisation Policy (NDP). Thus far, two Decentralisation Implementation Plans (DIPs) have not yielded the desired results. The development of the third DIP is currently underway. It remains to be seen as to whether or not its development will have a positive impact on the NDP implementation process. The bottom-line really is that tangible implementation of the NDP remains to be seen. Implementation of the NDP would have laid a very clear and strong foundation to guide the effective participation of the local authorities in the implementation of the 7NDP. As things stand at the moment it is somewhat difficult to realistically ascertain the level of participation of the local authorities in the implementation process of the 7NDP.

Official reference documents on the 7NDP include, but not limited to, the following:

- 1) Public Service Reform Programme (PSRP), 1993. Republic of Zambia
- 2) National Anti-Corruption Policy (2009)
- 3) Vision 2030 (2006). Republic of Zambia
- 4) National Decentralisation Policy (2013)
- 5) The Constitution of Zambia, Amendment Act No. 2 of 2016
- 6) The 7NDP Implementation Plan (2017-2021)
- 7) Fifth National Development (2006-2010)
- 8) Sixth National Development Plan (2011-2015)
- 9) The Local Government Act No. 2 of 2019
- 10) The National Health Policy (2011)
- 11) The National Agriculture Policy
- 12) The National Tourism Policy
- 13) Ministry of Local Government Gender Strategy (2017-2022)
- 14) Zambia Democratic and Health Survey (2013-2014)

4.2 National Decentralization Policy

Legal Framework Governing Decentralisation

The Constitution, in its provisions, clearly anchors and supports democracy as the form of preferred government. Article 147 (1) of the Constitution provides that the management and administration of the political, social, legal and economic affairs of the state shall be devolved from the national government level to the local government level. The principles to be observed and adhered to by the different levels of government are stated in sub-section 3 of the same Article namely:

- a) Good governance, through democratic, effective and coherent governance systems and institutions;
- b) Respect for the constitutional jurisdiction of each level of government;
- c) Autonomy of the sub-structures;

- d) Equitable distribution and application of national resources to the sub-structures.

There are many important features of the local government system that reflect the country's desire for democratic local government. For the purpose of this reader note, however, we only cite the following

Articles 151 (1)

- a) functions, responsibilities and resources from the national Government and provincial administration are transferred to the local authorities in a co-ordinated manner;
- b) the people's participation in democratic governance is promoted;
- c) the right of local authorities to manage their affairs and to form partnerships, networks and associations to assist in the management of their respective districts and further their development is recognised.

Articles 151 (2)

- a) be based on democratically elected councils;
- b) promote democratic and accountable exercise of power
- c) encourage the involvement of communities and community organisations in matters of local government.

Articles 152 (2)

"The national Government and the provincial administration shall not interfere with or compromise a local authority's ability or right to perform its functions".

Zambia has adopted **devolution** as its preferred form of decentralisation. This form of decentralisation, also known as **democratic decentralisation**, is usually referred to as the most extreme form of decentralization. In a **devolved** system of administration local government, among other considerations, is perceived as a separate level over which central authority exercises little or no direct control; local units must have clear and legally recognised geographical boundaries over which they exercise authority and within which they perform their functions.

From the Constitutional references cited above, and the brief description of the form of decentralisation chosen for implementation in Zambia, devolution, it is plausible to argue that the country has chosen to embrace decentralisation as a "tool" or "strategy" for running the affairs of the State. It, therefore, goes without saying that the efforts taken over the years to develop and implement the National Decentralisation Policy, suggest the Zambian Government's desire to promote good governance anchored on popular participation in running the affairs of the State, and the respect for human rights and the rule of law, among other tenets of democracy and good governance.

Institutional Framework for Sharing Competences between National and Local Categories

In view of the above, the implementation of the Decentralisation Policy reflects a significant desire for participation and realistic sharing of responsibilities by different stakeholders. To this end, the institutional framework for implementing the NDP is at four (4) levels namely National, Provincial, District, and Sub-district levels.

At the National level, Cabinet Office is responsible for ensuring that Ministries comply with planned implementation activities); Ministry of Justice (lead institution for the review and reform of the legal

framework), and Parliament (enact the required legislation). There is a Decentralisation Policy Implementation Committee (DPIC), Chaired by Secretary to the Cabinet (*steering* body in charge of the implementation of the NDP). The Ministry of Local Government oversees the implementation. There is a Decentralisation Secretariat to spearhead, plan, coordinate, facilitate, and monitor the implementation of the policy. Implementation activities fall within the mandate of Sector Ministries accompanied by the devolution and/or deconcentration of some of their functions to Councils (Local Authorities) or Provinces. There are Technical Working Groups that constitute a coordinating mechanism, in view of the close interrelationships between various activities that fall under different Ministries.

At the Provincial level, the Office of the Permanent Secretary, through the Provincial Development Coordinating Committee (PDCC), shares information resources on the state of implementation of the NDP; oversees implementation; provides progress reports on policy implementation programmes; and coordinates and oversees capacity building programmes.

At the District level, Councils through the District Development Coordinating Committee (DDCC) spearhead implementation of the Decentralisation Implementation Plan (DIP).

At the Sub-district level, the Area/Ward Development Committees, Civil Society Organisations, traditional authorities, local communities, and private sector institutions also constitute key stakeholders in the policy implementation process.

Thus far, however, implementation of the National Decentralisation Policy can be said to have stalled as evidenced by the fact that another Decentralisation Implementation Plan (DIP), the third one, is being developed². The second DIP expired in 2017 with only the implementation of the HIV and AIDS coordination and management under the Ministry of Health. The possible reasons for what seems to be a procrastination in the implementation process of the NDP is a matter that requires thorough investigation/research. Suffice to state, however, that there is need for enhanced *political will* in order to surmount whatever challenges are contributing to the procrastination.

As a result of the NDP implementation challenges, it is plausible to argue, among other considerations, that the expected impact of the Constitutional provisions earlier cited under Articles 151 (1); 151 (2); and 152 (2) has been watered down. In effect, therefore, effectiveness with regard to the territorializing of national policies and strategies, including adherence to and recognition of the financial responsibilities and obligations on the part of central government and local authorities is also a challenge.

Services Delivery and Sectoral Responsibilities

With regard to service delivery, local authorities face many challenges and are consequently held in low esteem by members of the local communities they serve. Accusations of corrupt practices levelled against local authorities by members of their local communities, in some areas of service delivery, are a characteristic feature of the discourse regarding local authority administration and management. The lack of sufficient equipment, and the inability to raise adequate own finances from local revenue sources, among other challenges, constitute factors that adversely affect effective and efficient service delivery by the local authorities. There are times when central government has to intervene, for example, to assist local authorities fulfil their contractual obligations such as paying salaries and wages.

² See Annex 2

Given the above circumstances, coupled with what may be considered as “*the lost opportunity*”, at least as at now, to enhance their operational capacity and rebuild their image through the expected benefits of the NDP, local authorities cannot really be considered by the central government as developmental agents in their own capacity.

The Constitution, Article 147 (2) in line with a system of devolved governance, identifies and provides for local authorities to perform various concurrent and exclusive functions that are listed in Annex C of the same Article. The authority of local authorities to discharge various functions is also cited in Section 16 (2) of the Local Government Act with such functions being listed in its first schedule. A close look at the nature and scope of most functions local authorities are expected to perform clearly indicates and calls for effective interaction and collaboration with a number of Central Government Ministries, Departments, and Agencies (MDAs). Such Ministries and agencies also have a mandate to render services in similar areas of public service delivery. A comprehensive commentary on this matter is beyond the scope of this summary note but suffice to provide a few examples of service provision areas (listed below) that cut across the jurisdictions of both local and central authorities:

- 1) Agriculture
- 2) Establishment and maintenance of roads
- 3) Community development
- 4) Public health
- 5) Communication
- 6) Mining

It is with the above observations in mind that local authorities need to be knowledgeable about the policies and regulations that drive the operations and mandates of various MDAs.

The Local Government Association

In line with the objective for which the Local Government Association of Zambia (LGAZ) was formed, advocacy and representing, protecting and promoting the interests of local authorities and local government, are the core business of the Association. To this end, the Association brings together individual member local authorities, with all their differences trying to combine their common experiences, potentials, shared interests, concerns and needs. In addition, the Association is involved in analysing legislation and policies that impact on member local authorities. Views of member local authorities are also represented by the Association at the national level organs of the governance structure. Other services of the Association to its members include the dissemination of information that has the potential to enhance local authority knowledge and performance, emphasis on a uniform approach when dealing with generic issues, to simplify procedures or protect their interests. The Association also sometimes endeavours to provide a platform for training and sharing knowledge.³

Documentation on National Development Policy

Official documentation on the National Decentralisation Policy include the following:

- 1) Constitution of Zambia (Amendment, Act No. 2 of 2016) - Government Printer, Lusaka
- 2) Decentralisation Implementation Plans (2009-2013), (2014-2017)
- 3) National Decentralisation Policy, “Towards Empowering the People” (November 2002) Office of the President, Cabinet Office. Lusaka, Zambia
- 4) Vision 2030 (2006). Republic of Zambia

³ Mbolela M. (2014). 50 Years of Local Government in Zambia. Lusaka: Local Government Association of Zambia, ISBN: 978-9982-70-138-9

5. EU Cooperation

The National Indicative Programmes (NIPs) represent an important step in the programming of European Union (EU) aid. In 2013, EU Member States agreed on the overall amount for development cooperation that will be channelled to 78 African, Caribbean and Pacific (ACP) countries through the 11th European Development Fund (EDF) during the financing period 2014-2020.

It is important to note that the partnership between the EU and the ACP countries dates back to 1975. Successive Lomé Conventions (1975-2000) and the Cotonou Agreement (2000-2020) have provided the legal basis for this arrangement that comprises more than 70 ACP countries. Combining political dialogue with cooperation on trade and development finance, the agreement is based on shared principles and values and co-management through joint institutions.⁴

With respect to Zambia, the 11th EDF NIP is aligned to the Government's priorities around three focal sectors namely Energy, Agriculture, and Governance. Support to the energy sector is aimed at helping to maintain growth and improving competitiveness through improved access to clean, reliable and affordable energy for all. This objective is in line with Vision 2030 and the 7NDP's position on the energy sector. EU support to the agriculture sector is intended to improve the livelihoods and nutrition of smallholder households, while promoting environmental sustainability. The NIP support to the governance sector is focussed on advancing democratic governance, accountability and state effectiveness for all, centered on increasing equality of access to justice; support to the electoral system; and better management of resources and service delivery.

Table 2: Specific objectives of the Zambian NIP

SECTOR	SPECIFIC OBJECTIVES
Energy	<ul style="list-style-type: none"> - An increased and reliable supply of energy from renewable sources; - Improved access to electricity; and - Improved renewable friendly energy policies and effective energy institutions.
Agriculture	<ul style="list-style-type: none"> - To ensure higher and more sustainable income for rural households; and - To improve environmental sustainability and climate change resilience.
Governance	<ul style="list-style-type: none"> - Improved justice delivery for all and the promotion of human rights; - A credible electoral process and consolidated constitutional democracy; and - Enhanced transparency, accountability and effectiveness in resources management.

Tracking of the implementation process involves looking at the expected results (outcome/s) of respective objectives, achievement indicators, and the means of verifying the achievement/s.

⁴ Geert Laporte (2012), *Briefing Note*. European Centre for Development Policy Management (ECDPM)

Example 1

The overall objective of the programme support in the energy sector is to have **“improved access to clean, reliable and affordable energy for all”**. One of the specific objectives/outcomes is “improved renewable friendly energy policies and effective energy institutions”. The indicator for this is “status of revision and adoption of energy policies”, and the means of verification include Annual reports from Ministry of Mines, Energy and Water Development.

Example 2

The overall objective of the programme support in the Agriculture sector is **“reduced rural poverty and improved livelihoods”**. One of the specific objectives/outcomes is “improved and sustainable rural livelihoods”. The indicator is “incidence of rural poverty”, and the means of verification include Living Conditions Monitoring Survey, Ministry of Agriculture and Live Stock, and Agriculture Service Centres.

Example 3

The overall objective in the governance sector is **“consolidating democratic accountability and State Effectiveness”**. One of the specific objectives/outcomes is “improved justice for all and promotion of human rights”. The indicator is “average time taken to dispose cases (aggregate)”, and the means of verification include Ministry of Justice data on case disposal rates and legal assistance.

It is very important to note, however, that the EU document on the assessment of the implementation of the NIP is an internal one and is, therefore, not shareable. With regard to results of the pre-programming exercise, and the expected sector priority for the EU Cooperation, this activity is still ongoing and is expected to be completed by November or early December 2020. Upon its conclusion, it will then be possible to share externally the upcoming priorities of the Cooperation (2021-2027).

Official documents relating to the EU cooperation include:

- 1) Cotonou Agreement
- 2) European Development Fund (EDF)
- 3) National Indicative Programme (NIP)
- 4) Territorial Approach to Local Development (TALD)
- 5) 2030 Agenda for Sustainable Development

6. Concluding remark

The reference materials (compendium) provided in this submission, although somewhat appreciable, is not exhaustive. However, the nature and scope of these materials should assist in triggering the thoughts of the Local Authority practitioners in general, and the Local Government Association of Zambia (LGAZ) officials in particular, regarding the type of materials they need to familiarise themselves with. Reading and understanding these materials has the potential to enhance their capacity and preparedness to engage state and non-state actors, including the country’s development partners, on issues of technical and financial support in addition to lobbying.

ANNEXES

Annex 1: Sources of documentation

Majority of the documents cited in the Summary Note are government documents that are published mainly by Cabinet Office and/or the Government Printer in Lusaka. Those published by the Government Printer are available for sell by the Printer. Such documents may also be accessed through the Internet by simply carrying out a google search using the name of the document. The Local Government Association of Zambia has most of the documents in question but will access hard copies of those they do not have from the Consultant.

Annex 2: National Decentralisation challenges

Upon acquiring political independence from British colonial rule on 24th October, 1964, Zambia followed a multiparty political system where a number of political parties competed for political office. The Local Government Act of 1965 provided for the operations of the local authorities.

In 1972, however, Zambia was declared a one-party state with the ruling United National Independence Party (UNIP) being the only legally recognised political party. The 1980 Local Administration Act that replaced the 1965 Act, therefore, operated under a one-party political system of government. The composition of local Councils, through this Act, comprised non-elective and elective members. The non-elective members comprised political appointees including a District Governor as Chairman of the Councils, representatives of mass organisations such as the Women's League, trade unions operating in the district, and Security Forces. The elected members included all Members of Parliament in the District and all Ward chairmen of Ward Committees in the district. This composition was considered undemocratic because it disenfranchised the public since, for example, only party functionaries who were drawn from the Wards, Branches and Sections were eligible to vote.

In December 1990 Zambia returned to a multiparty political system and upon taking over power in 1991 the new government, under the Movement for Multiparty Democracy (MMD), enacted a new Local Government Act (the Local Government Act of 1991) in December 1991 to replace the 1980 Act which operated during the one party state period.

Serious discussions on decentralisation in Zambia were really promoted by the country's return to multiparty politics in 1991, after being a one party state from 1972 to 1990. In spite of this commitment to democratic government, it was not until March 1994 when a final document on the National Decentralisation Policy was ready for Presidential assent. This document was only assented to in 2002 followed by its official launch 2004. In spite of changes in the Presidency and political party in power, however, the National Decentralisation Policy has not been implemented to date. Clearly, there seems to be a challenge with regard to the level of *political will* needed to see the policy's implementation to a logical conclusion.

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