

**The Effectiveness of Council Site Offices in the Provision
of Community Services:
Case Study of Kalingalinga Council Offices, Lusaka.
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ABSTRACT

Zambia is one of Sub-Saharan Africa's most highly urbanized countries. The country became an independent, democratic nation in 1964. Local council offices have been key drivers in the provision of Community services since 1991. The gap established in this paper is that In spite of the presence of council offices site offices who are mandated to ensure good drainages, clean water and other services, there are still lapses in the provision of community services in terms of water, drainages, market spaces and other community sections. Key methods utilized included both qualitative and quantitative (Mixed Methods). The research found that council structures that are available for the provision of community services in Kalingalinga Compound are Ground rent office, ward development committee and office of the ward councilor. Activities carried

out by council ward structures are sensitization of the community, settling land conflicts, planning, monitoring community services, processing change of land and property ownership. Key challenges faced by ward council structures include lack of finances and skills required for effective implementation. Other challenges include lack of equipment for effective operations of council offices and opportunities for effective operations is the Decentralization process. to find alternative sources of finances and empowering key staff with skills for effective implementation.

Key words: Council and Community services.

1.0 INTRODUCTION

1.1 BACKGROUND

Zambia is one of Sub-Saharan Africa's most highly urbanized countries. About one and half of the country's 16 million people are concentrated in a few urban zones strung along the major transportation corridors, while rural areas are under-populated. Unemployment and underemployment are serious problems. National GDP has actually doubled since independence, but due in large part to high birth rates and AIDS per capita annual incomes are currently at about two-thirds of their levels and continues to grow¹. As of 2015 the GDP per capita stands at \$4,300. (The World Bank: 2015)². Zambia is one of the fastest growing economies in Africa and its capital, Lusaka is one of the fastest growing cities in the SADC region (SADC: 2013).

The country became an independent, democratic nation in 1964. Since independence, the country witnessed a shift in politics and democratic processes. Between 1964 and 1973, the country witnessed multiparty system. Between 1973 and 1991,

the country went through one party state under UNIP government until 1991 when it again became a multi-party state. This shift in political dispensation has seen the need for a more democratic and community oriented governance approach. With the increase in Zambia's population (Central Statistical Office: 2011)³, a more community oriented governance approach has been knocking. One of the tenets of democracy is Decentralization whose strategies the country has been working on since independence but failed due to political and economic reasons. Local Council Site Offices were created to address various issues affecting the community.

1.2 STATEMENT OF THE PROBLEM

Local council offices are key drivers in the provision of Community services. The law relating to Local Authorities in Zambia is contained in the Republican Constitution Article 109(1). The formal mandates of Local Authorities are derived from the Local Government Act No. 281 of the Laws of Zambia and the various statutes. Section 61 of the Local Government Act list 63 functions of Local Authorities whose details are given in the second schedule of the Act. Furthermore,

¹ Ngoma, Jumbe (18 December 2010). "World Bank President Praises Reforms In Zambia, Underscores Need For Continued Improvements In Policy And Governance". World Bank.

² The World Bank.

<https://www.cia.gov/library/publications/the-world-factbook/geos/za.html>

³ Central Statistical Office (2011) Census of Population and Housing. Lusaka.

additional functions of Local Authorities are promulgated in Cabinet Office.⁴ The overall functions of the councils are to provide and maintain supplies of clean water and establish water works and water mains, Construct and maintain public roads, streets, sanitary lanes, bridges and water courses and remove all obstacles thereof, establish and maintain sanitation and drainage systems to facilitate the removal of refuse and effluent, establish and maintain colleges, schools and day nurseries, prepare and administer schemes for community participation in development, establish and maintain a system of street lighting and in public places and other community services.

However, the lacuna noted is that despite having a council site office which is in charge of discharging the above duties and acting as a starting point for interventions of the above of which if the site office (Kalingalinga) does not take up an active role, Lusaka City Council cannot come in to intervene. However, despite having Kalingalinga Council Site Offices (Office of the Ward Councillor, Ward

development Committee and Ground Rent Site Offices) there are a number of problems faced by Kalingalinga ward which include lack of clean water (in some places), poor

street lighting and poor participation by members of the community in the provision of social services. Moreover, there is mushrooming of commercial buildings and structures leading to the displacement of local people. Simatele (2010) notes that Kalingalinga Ward faces a number of challenges including frequent flooding and the research notes that while the community is faced with challenges, locals are taking some measures while there is little support from the Government⁵, who in this case is the council. In addition, with the on-going implementation of the Decentralization policy (2013), it is very important to find out the state of the operations of the Councils and equip council site offices for these upcoming functions.⁶

1.3 AIMS AND OBJECTIVES

The study was aimed to determine the effectiveness of Council Offices in the provision of Community Services in Kalingalinga Compound, Lusaka. This was to be done through objectives: to identify local council structures that are available for the provision of community services in Kalingalinga Compound, to identify activities

⁵ Simatele (2015) Is Decentralization Good for Development? Perspectives from Academics and Policy Makers. Oxford: Oxford University Press.

⁶ Decentralization Policy (2013). Government of the Republic of Zambia, Lusaka.

⁴ Circulars such as No. 1 of 1995 and No. 10 of 2002(Cabinet)

carried out by council ward structures in light of the provision of community services and to state key challenges faced by ward council

structures and opportunities for effective operations in light of the provision of community service.

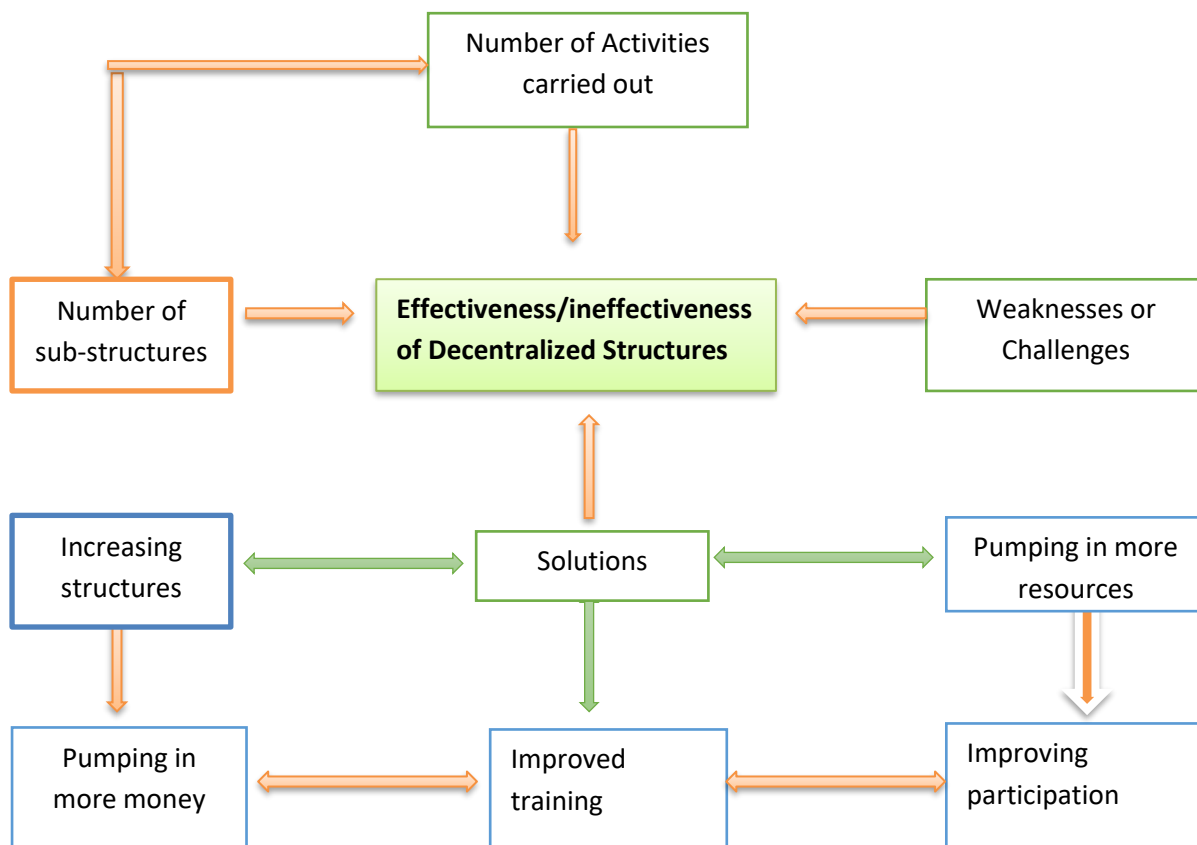


Figure 1: Conceptual framework

1.4 CONCEPTUAL FRAME-WORK

For the purpose of this research, both independent and dependent variables are defined. One key dependent variable is effectiveness of the decentralized structures. This is the only variable that depends on the number of variables. Therefore, variables which affect the effectiveness of decentralized structures include the number of these structures. This is

because a small number means very low results but a bigger number of these results yield a very large result. At the same time, the numbers of activities result into either the effectiveness or not in the provision of services for the community. Challenges faced lead to the ineffectiveness of the decentralized structures while some of the key strategies and solutions lead to the effectiveness of these structures. Therefore, the entire conceptual framework is shown by the diagram below:

1.5 THEORETICAL FRAME-WORK

This study identifies two theories as important and related to the topic under study. These are Governance from below and the theory and practice of local government reform. To start with, Governance from below proposes a theory of local government propounded by Jean-Paul Faguet (2008) as the confluence of two quasi-markets and one organizational dynamic. Good government results when these three elements - political, economic and civil are in rough balance, and actors in one cannot distort the others.⁷ Specific types of imbalance map into specific forms of government failure. There is relevance in this theory because it talks about actors. One of the actors in local government are ward structures and ward development communities. Therefore, with this theory, we are able to understand reasons for failures in delivering development.

On the other hand, The Theory and Practice of Local Government Reform propounded by Martin (2009) explore the entire spectrum of local government reform and focus specifically on the question of structural reform in local government. It presents new theoretical models in an area largely lacking in analytical foundations and assesses the

validity of these models against recent structural developments.⁸ This theory is also relevant because it enable us to go through local government structural reforms in light of community development.

1.6 RATIONALE AND RELEVANCE

The study outcomes will add to the knowledge pool in the area of Development Administration and Development studies. With the coming and establishment of these structures such as committees in council wards, there is need to construct knowledge for academic as well as solution finding purposes. Academicians could use the findings in improving administration and encouraging local government practitioners to embark on approaches that tackle critical solutions. The study is also beneficial to the Ministry of Local Government, Lusaka City Council, Local Government Association of Zambia and other professional bodies as it will enhance their understanding of the current situation regarding ward development committees.

⁷ Faguet P.J (2008). Governance from below. Development Studies Institute. London.

⁸ Martin S (2009) Centre for Local and Regional Government and Research. Cardiff.

2. METHODOLOGY

2.1 RESEARCH DESIGN

In this research, the case study will be used to conduct the study. A case study consists of intensive observation of a single subject in a particular setting (National Research Council, 2001).⁹ The reason for using this research design in order to get in-depth information about the problem at hand. In this case, both quantitative and qualitative methods will be applied in the collection and generation of data in order to reduce on the biases as the two complement each other.

2.2 SCOPE OF THE STUDY

This study will be carried out in Kalingalinga Ward; this area is purposively chosen because of high level of community activities. Moreover, people in the area engage in business and other activities. The topic at hand has been chosen because it is currently an important issue and there is need to know more about it as well as clarify whether or not decentralization is yielding results.

2.3 RESEARCH METHOD

The researcher will use both qualitative and quantitative research methods for data collection. In order to have full information, the researcher will use specific suitable data

collection tools such as non-participant observation, in-depth interviews, document analysis¹⁰ and questionnaires.

Semi random sampling will be used. This means that all the different areas of therefor the Kalingalinga ward had a representation in the research through random type of sampling which will be done. The sample was 102 respondents for questionnaires.

2.4 DATA ANALYSIS

Simple statistical tools will be used to analyse the data in terms of the frequencies, percentages, charts and graphs using simple Microsoft excel. Coding will also be used to analyse the data. This will make it easier for categorization of the data to be done and information will be easily understood.

2.5 LIMITATIONS

Topics which have to do with 'effectiveness of' are controversial and perceived as investigatory. This is because anyone conducting a research on this topic is seen as carrying an investigation leading to decisions which are unknown. Therefore, researching on this topic is always a challenge. One of the challenges likely to be faced by this research is on data collection as the topic of ward development may be perceived to be political by various members of the community. The

⁹ Amnta (2018). Glossary of research terms
https://www.amtamassage.org/infocenter/research_glosery-of-research-terminology.html

¹⁰ Local Government Act of Zambia, decentralization policy (2013)

researcher is likely to face challenges when collecting data from most of the residents of the three areas. However, it will be possible for the researcher to conduct this study through consent obtainable from local council office as well as making a good rapport with members of the community.

2.6 ETHICS

The research will adhere to the following ethics. Firstly, there will be informed consent, where all the people who will be interviewed will be told what the research is about. All the people who will attempt the questionnaires will not need their names taken down, they will do so in anonymity and voluntarily.

3. RESULTS

3.1 GENDER OF RESPONDENTS

The figure below shows the number of male and female respondents.

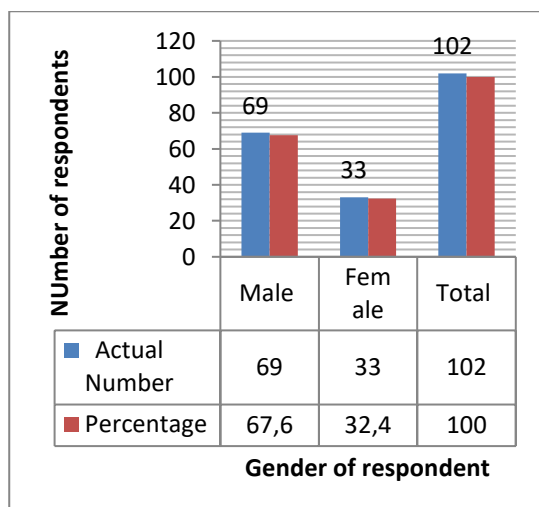


Figure 2: Gender of respondents

From the figure shown above, from the total of 102 respondents, 69 were male while 33 were female which is represented as 67.6% and 32.4% from the total of 100% respectively.

3.2 KNOWLEDGE OF PEOPLE ON EXISTENCE OF COUNCIL OFFICES

From the chart shown below, there are a number of people who know or do not know about the presence of Kalingalinga council offices.

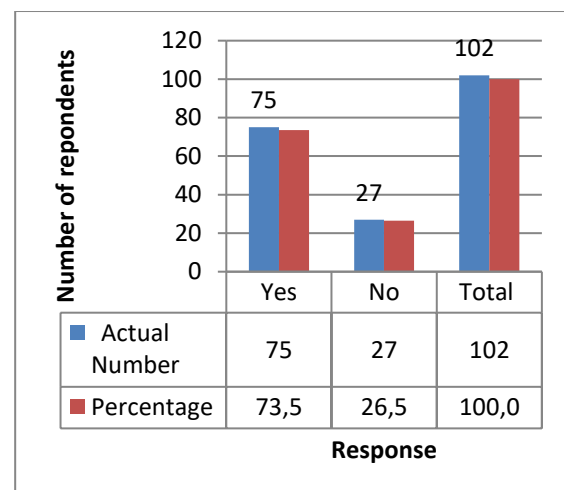


Figure 3: Knowledge of people on council offices

It is noted that out of 102, 75 are aware of Council Offices and have been to the council offices while 27 are not aware of the presence of these offices. These figures are presented as percentages which are 73.5 and 26.5 percent respectively.

3.3 TYPES OF COUNCIL OFFICES AND VISITS

The chart below shows a number of people visiting the types of council offices located in Kalingalinga.

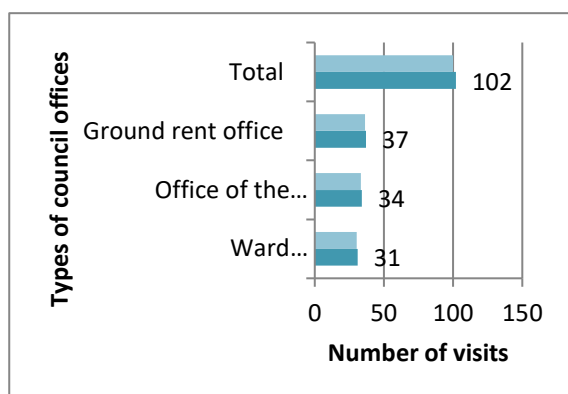


Figure 4: Types of offices

From 102 respondents, 37 mostly visit ground rent office to make payments, 34 visit the office of the ward councillor while 31 visit the Ward Development Committee office. These figures are presented with the percentages shown in the chart.

3.4 LEVEL OF SATISFACTION ON THE SERVICES OFFERED BY COUNCIL OFFICES

It was noted that from a total of 102 respondents, only 19 were very satisfied with the services offered by the council, 21 were satisfied while 62 were not satisfied. This is represented by 18.6 Percent, 20.6 Percent and 60.8 Percent respectively.

3.5 MAJOR ISSUES ADDRESSED BY COUNCIL OFFICES

The chart below shows responses on the key issues addressed by council offices.

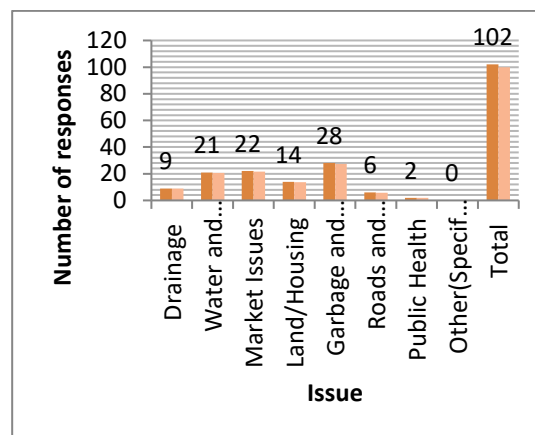


Figure 4: Major issues addressed by council offices

From the total of 102 who took part in responding to the questionnaires, 9 of these issues pertain to drainages, 21 on water and sanitation, 22 on market issues, 14 on land and housing, 28 on garbage and refuse while 6 were for Road Transport and 2 for public health.

3.6 COUNCIL INVOLVEMENT IN SENSITIZING THE COMMUNITY

The chart below shows statistics on the involvement of the council office in sensitizing the community in the provision of social services.

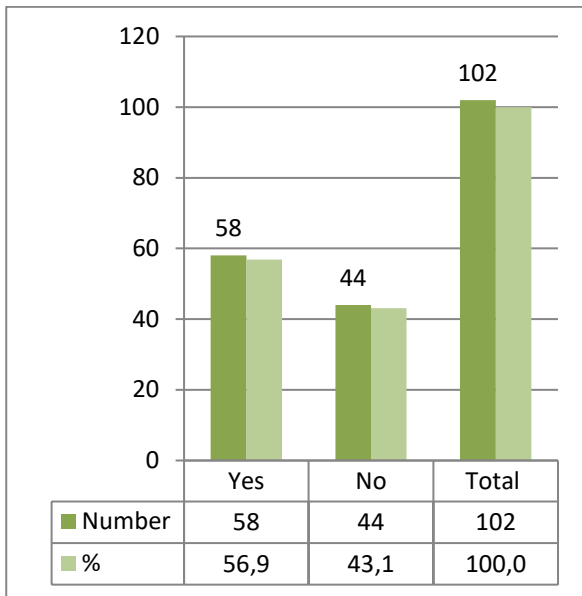


Figure 5: Council involvement in sensitizing the community

From the chart shown above, a total of 102 people took part in responding to the question on the involvement of the council in sensitizing. 58 respondents stated that the council offices were involved in sensitizing the community on various issues while 44 stated that council offices were not involved in sensitizing members of the community.

3.7 INVOLVEMENT OF LOCAL PEOPLE IN COUNCIL ACTIVITIES

The chart below shows statistics on the involvement of local people in council activities.

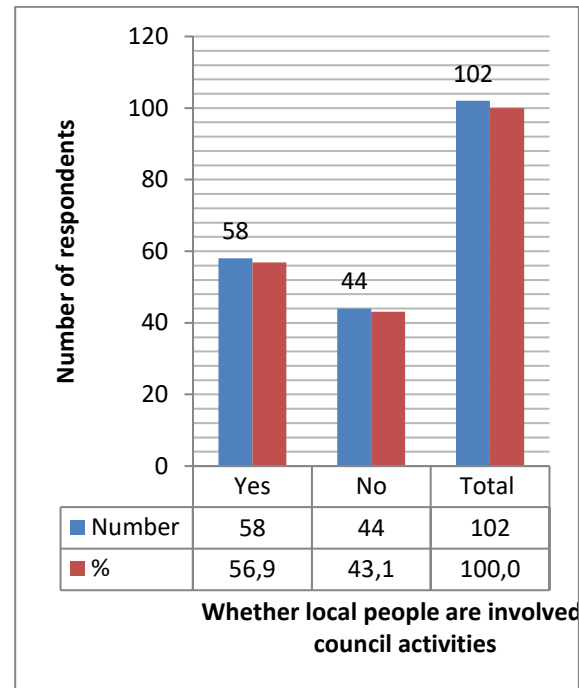


Figure 6: Whether local people are involved in council offices

From a total of 102 people, 58 stated that they were in one way involved in carrying out activities by the local authority while 44 were not involved in carrying out activities of the local authority. These figures are translated as percentages as shown in the table above.

3.8 REASONS AS TO WHY PEOPLE VISIT COUNCIL OFFICES

The chart below shows key reasons as to why people in Kalingalinga Visit the council offices.

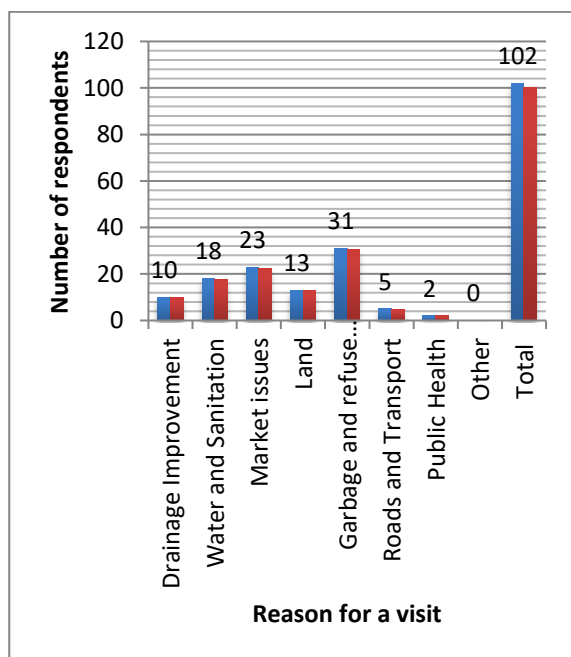


Figure 7: Reasons why people visit Council offices

From the chart shown above, 102 respondents were distributed as follows: 10 visit council offices for issues to do with drainages, 18 go for water and sanitation issues, 23 carry with them issues to do with markets in the community while 13 visit council offices on account of land related issues such as disputes and boundaries. The majority of people who visit council offices go for garbage and refuse collection complaints and issues while 5 look for solutions on roads and transport, only 2 go for public health issues.

3.9 MAJOR ISSUES HANDLED BY KALINGALINGA COUNCIL OFFICE

From a total of 102 respondents, most issues handled by the council office have to do with garbage collection issues represented by 38

people, others are water and sanitation problems represented by 29 people, floods with 21 people while street lights are represented by 13 people. All these are represented by percentages shown above.

3.10 EFFECTIVENESS OF SERVICES PROVIDED BY COUNCIL OFFICES

From a total of 102 respondents, 35 respondents note that the services provided by the Kalingalinga Council office to members of the Community are effective while 67 respondents note that the services provided are not effective. These are presented as percentage: 34.3 percent and 65.7 Percent respectively.

3.11 CHALLENGES FACED

From the figure shown above, a total of 102 people noted that services for their community could not be executed effectively because of the following challenges. 14 community members were told that there was not transport to execute the service they requested for, 19 were told that there was no machinery, 33 were told there was no man power, 21 were told lack of finances while 15 were given other reasons. These are also presented as percentages as shown above.

3.12 RESPONSES FROM INTERVIEWS

Ward Development Committee

It was established that Kalingalinga Ward development has been in existence through various transitions of government through the UNIP government, MMD government and now the PF government. At the moment, the committee is operating under the office of the Ward Councillor. Most of the respondents have been a member of the committee for an average period of four years in the executive. They have been involved in carrying out various roles of the committee in terms of service provision as well as community work.

Challenges faced by Kalingalinga Ward are categorised into three. The first being lack of basic necessities such as water and sanitation, health, education, sporting and marketing facilities. Water and sanitation facilities are inadequate resulting into poor sanitary conditions in terms lack of clean and safe drinking water as well as poor garbage collection.

When it comes to health facilities, the one has only one medical centre which also services the whole area. This makes services of health provision to be provided in the inadequate manner. Education facilities are also inadequate; Children residing in the Ward attend secondary school in the nearby areas. Spot is one of favourites by local people but the WARD has an inadequate number of soccer ground. There is one market which

services the whole area, these forces marketers to occupy the sports ground for marketing purposes.

Another set of problems faced by the local people in the area is the existence of unplanned settlements in the area. There are a lot of unplanned settlements hence, the existence of roads cannot easily be traced and this makes the area impassable. This also leads to flooding during rainy season because most of the land is not properly managed. Coupled with the problem of poor housing units is encroachment of land by mostly the cadres.

It must however be mentioned that there is an improved road and sanitation in the area owing to projects conducted previously by the Lusaka Water and Sewerage Company, which involved the construction of improved toilets in the area. The Zambia Information and Communications Technology Authority (ZICTA) also carried out a project of improving communication systems in the area. At the time of research, all the roads and streets in the area were named and clearly labelled making it easy to trace various places, streets, housing units and business places.¹¹

¹¹ ZICTA(2016) National Addressing and Postcode. <https://www.zicta.zm/>

Strategies in addressing challenges

One of the strategies being employed to solve various problems is through sensitization of the community on the need to improve on sanitation, health and other issues in the WARD. The Committee take time to gather people and educate them on the need to stop dumping garbage in undesignated positions as this might lead to outbreak of disease. Community mobilization is being highly utilised in terms of gathering people from around the WARD and working on community projects such as digging of drainages as well as cleaning of the WARD specific areas.

Problems faced in handling problems

The Kalingalinga ward development committee faces political problems in addressing challenges faced by the Ward. One of the challenges being faced is political interference because they want projects to be delivered for political popularity. This brings challenges in the work of the committee because in the effort of trying to listen to commands, it may stray away from its projects but being firm means being at loggerheads with bigwigs.

What can be done to address challenges

It was mentioned that one of the things which can be done is to call upon all the members of the community to work together through

community talks and mobilization of the resources. This will improve on the participation of various members of the community to ensure effective delivery of goods and services to all. There must also be improved communication between higher levels of governance and all the wards so that there is easy delivery of goods and services needed by all the people. Local councils should consider effective support to WD.

3.13 GROUND RENT SITE OFFICE

Formation

The Ground rent site office for Kalingalinga was formed in order to address various challenges faced by the community. A number of residents visit this special office of the council in order to be assisted on a number of problems they face within the community. It is the pay point for the community for various services faced by the community. It is also a point for settling various conflicts within the community.

Departments and staffing

It is vital to note that under one office, there are a number of departments that operate from this same office with various assignments charged on them. The three departments that operate from ground rent site office are Finance, Planning department as well as Peri-Urban.

Finance department

Finance department is responsible for issues pertaining to finance such as collection of various levies from the community. When members of the community visit the council office to pay ground rent, it is the finance department that's collects this money on behalf of the entire council and makes sure that it is deposited in line with the laid down procedure.

Planning department

Planning department is involved in issues pertaining to boundary identification. The department inspects boundaries especially on issues brought to the council. By looking at the site plans, beacon verification and other land operations, the department is able to advise members of the community on where boundaries for their land is and what they need to do in various situations. In other words, the planning department helps to sort out various land conflicts faced by members of the community.

Peri-Urban Department

The other department is the Peri-Urban Department which is responsible for a number of issues including registration of property. All property acquired within Kalingalinga Ward is registered by the Peri-Urban

Department through a laid down procedure.

This makes it very easy to make reference for various property in the area in terms of sells and change of ownership.

The other important thing about the Peri-Urban office is that it helps in sensitizing the community on acquiring an occupancy license. Most of the people do not know the importance of this occupancy licence hence it is the duty of the peri-urban section to make sure that members of the community are given vital information on how to acquire these occupancy licenses. The other duty of peri-urban section is to help out in the change of ownership.

Challenges

One of the greatest challenges being faced by the Ground rent office is the way the office structure was designed. The place where this office is located is a car park, full of vehicles as well noise from surrounding people. The offices do not operate from a quiet environment but it is full of welding noise as well as music from surrounding bars. The office is also affected with dust that comes from surrounding activities.

It is also stated that there is lack of adequate man-power to help out in the distribution of bins and this draws back the rate of work. Some parts of Kalingalinga are still not

friendly even after water and sanitation projects were carried out in the area.

The other challenge faced is that the office lacks PA system for mass announcements to members of the community on various issues. This makes it very difficult to mobilize the members of the community.

4. DISCUSSION OF FINDINGS

4.1 INTRODUCTION

This section discusses the findings presented in chapter 4 using the three objectives set as follows: To identify local council structures that are available for the provision of community services in Kalingalinga Compound, to identify activities carried out by council ward structures in light of the provision of community services and to state key challenges faced by ward council structures and opportunities for effective operations in light of the provision of community services.

4.2 COUNCIL STRUCTURES AVAILABLE FOR THE PROVISION OF SERVICES

The first objective sought to find out the types and number of council structures, offices, units or departments that operate from Kalingalinga ward. It is important to know about these structures in order to ascertain the

effectiveness. Therefore, the following are the council structure, offices and departments: these are the councilor's office, Ward Development Committee as well as Ground Rent Office.

The Ministry of Local Government and Housing (2016) notes that administrative districts lying outside municipal and township areas are governed by rural councils, consisting of members elected by universal adult suffrage and a minority of nominated members, mainly chiefs, appointed by the under minister of the interior.¹² Councils have evolved from the former native authorities, which were constituted on a tribal basis. The rural councils have frequently cut across African societal boundaries in order to establish larger and more viable units.

Council site offices are involved in community development activities, waste management entities etc. Other areas of Council engagement with stakeholders (citizens) are through Management of Markets in the city. The Lusaka City Council interacts with market traders through the established Market Advisory Committees.

¹² MINISTRY OF LOCAL GOVERNMENT AND HOUSING (2010) MINISTERIAL STATEMENT BY HON. BRIG. GEN. DR. BRIAN CHITUWO, MP MINISTER OF LOCAL GOVERNMENT AND HOUSING ON THE EXTENSION OF BUSINESS HOURS.

Therefore, in line with the mandate of the councils as indicated above, the council offices, structures and departments that operate from Kalingalinga ward are indicated in the diagram below:

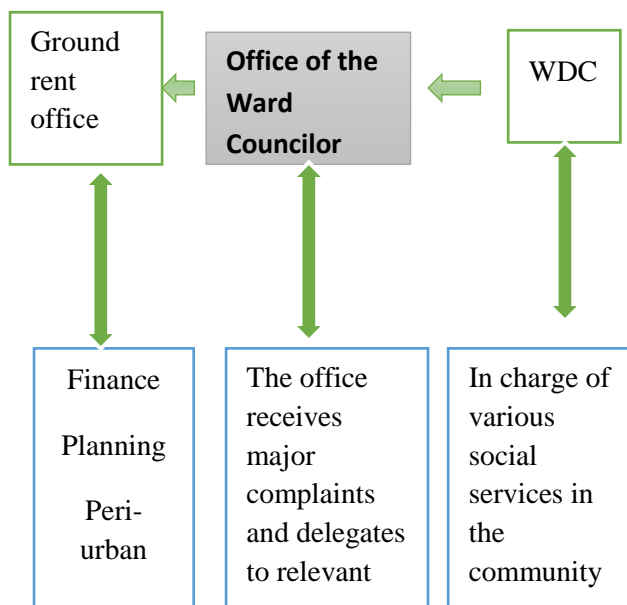


Figure 8: Kalingalinga Council offices and structures

As shown above, the offices and structures are ground rent office, office of the ward councilor and ward Development Committee. The most active office or departments in Kalingalinga is the ground rent office and its key functions and departments which are finance, planning as well as peri-urban departments.

4.3 ACTIVITIES CARRIED OUT BY COUNCIL WARD STRUCTURES

The second objective sought to find out the types of activities and programmes carried out by various structured. Finding out about activities is vital as it helps to ascertain the effectiveness of these activities. The following are the activities and programmes carried out:

Activities guided by act of parliament

The formal mandates of Local Authorities are derived from the Local Government Act No. 281 of the Laws of Zambia and the various statutes. Section 61 of the Local Government Act list 63 functions of Local Authorities whose details are given in the second schedule of the Act. ¹³Furthermore, additional functions of Local Authorities are promulgated in Cabinet Office Circulars such as No. 1 of 1995 and No. 10 of 2002. The following are the overall functions of Local Authorities:

The activities offered by the council to local people include street lighting, waste management and sanitary administration, road construction, maintenance and drainage, funeral services through making land available for burials, processing title deeds and land records including facilitating other

¹³ Local Government Act No. 281 of the Laws of Zambia

aspects of land management administration, providing recreation facilities and promotion of sports activities, registration of marriages, births and deaths including solemnizing of marriages. (LCC: 2018). The Council is responsible for construction, maintenance and management of roads and drainage infrastructure in the City. This involves planning, designing, implementing, supervision and management of roads and drainage related projects.¹⁴ The Council also liaises on roads and drainage related projects with other stakeholders such as Central Government, Government Agencies (i.e. Road Development Agency (RDA), Road Transport and Safety Agency (RTSA), National Road Fund Agency (NFRA), National Council for Construction (NCC), Non-Governmental Organisations (NGOs) like Programme Urban Self Help (PUSH) and CARE and other cooperating partner (such as JICA, UNDP, GTZ).

The Lusaka City Councils is also responsible for maintaining parks and other open spaces in terms of landscaping and also for propagation of various plants and flowers for planting in road reserves and road islands. The section controls the cutting of trees around the city. The Lusaka City Council provides engineering consultancy services for proposed Council projects in terms of

drawings and cost estimates. At the moment the section deals only with Council projects. LCC(2018) notes that under community development, the Lusaka City Council provides services or programmes aimed at creating and providing a conducive and enabling environment in which individuals, groups and communities are encouraged to participate for purposes of helping them improve their standards of living such as women clubs, adult literacy, community schools, youth skills training, sports and recreation, home economics, pre-school education. In the area of community development, the Council provides women and youth education and development programmes biased to income generating ventures in order to empower them and reduce feminism of poverty, develop and provide training in leadership and life skills to the community in order to enhance their capacities to initiate and participate in development.

At the Kalingalinga council office, there are a number of activities that take place. Some of these are directly linked to what the Lusaka City Council is doing while others are independent activities. However, all the activities are carried out in line with the local Government legislation (Local Government Act No. 281 of the Laws of Zambia) and many other legislations.

¹⁴ <https://www.lcc.gov.zm/about-city-council/>

Education and sensitization

Chapter four of this paper brings out clear statistics revealing the total number of people that note that council offices are involved in sensitizing members of the community on civic issues. Kalingalinga Ward Offices through mostly are involved in sensitizing members of the community on important civic issues. In addition, the ward acts as link between the people as well as the local authority in the District. This means that the office receives delegated power from the local authority on what needs to be done such as giving out relevant information to the local people on the community services. Local Authorities are promulgated in Cabinet Office Circulars such as No. 1 of 1995 and No. 10 of 2002. In this case, Kalingalinga Council offices take up this responsibility although a number of challenges are faced in this area which are discussed in the next sub-topic.

Delivering community services

The council is involved in delivering projects which improve the area and ward. Construction of feeder roads and drainages is within the mandate of the committee. Other activities include:

Settling land disputes

This involves identifying the type of problem and detecting the root causes and coming up

with the way forward in line with laid down procedure. Most of the disputes arise on land and boundaries, after beacon verification, the council makes decisions.

Distribution of Bills:

Bill for ground rent are distributed to members of the community using the door to door type of strategy. Most of the time, the council officers asks volunteers who help out in the distribution.

Processing payments

Members of the community visit council offices (Ground rent office) in particular to pay their bills in terms of ground rent. Council officers easily track the records from the property register and after receiving, they process these payments accordingly.

Property registration

Property registration is also done at the council offices, when verification is done and payments are taken, processing is done and the property is officially registered by the site office. Other services are change of ownership and registration of property. These are shown on the picture below as follows:

Monitoring Ward activities

The council offices monitor activities in order to ensure that there is adherence to the law. In this case, the committee sends its members to monitor projects including works on drainages, health services, education and sporting facilities. In this case, the committee gathers relevant information with regard to the number.

4.4 CHALLENGES AND OPPORTUNITIES

4.4.1 CHALLENGES

Dealing with Illegal Land Allocation

One of the challenges faced by the council operations is illegal land allocation and transfer of land from residential to commercial use. Kalingalinga has been cited as one of the market hubs for most products; hence, there is massive transfer sale of land especially along Alick Nkhata road. A number of commercial structures are coming up and the rate at which local people are selling their land is very much alarming. In LCC (2018), it is noted that the Council is an agent of the government authorized to handle land matters on behalf of the government; however due to the weakness of the of the individuals mostly party cadres have assumed the responsibility of giving out land in the city. These individuals have taken over the “planning” and “allocation” of Land illegally

thereby distorting the development pattern of the entire City of Lusaka.

There appears to be a lacuna in the law where individuals who are not agents of the state are allocating land in the City indiscriminately. This distorts future plans and encourages more establishments of squatter settlements. This is a major challenge as the Council grapples with cases of illegal land invasions perpetuated by political hooligans especially in peri-urban areas and Kalingalinga is not an exception.

Politicization of Public Places

Most of the operations by the Kalingalinga Ward Office are affected by the fact that there are also politics at play in the provision of various services to the community. There is a conflict of interest between what the Council office can do as a legal institution but at the same time, the institution has the ability to report to higher offices. This makes it hard to implement some programmes. Priorities by the council office or local authority may be changed by the strategic direction of the entire Lusaka City Council. (LCC;2018). Markets and Bus Stations are prone to politicization which has made it difficult for the Council to effectively manage them. Political cadres have been interfering with the running of these public places to the effect that in markets in Kalingalinga and other bigger

markets the cadres have chased Council officers (cashiers) from collecting market fees. Sorting out this problem calls for political will of the powers that be.

Lack of Transport and Equipment

The effectiveness of council offices in Kalingalinga and other places depends on the availability of equipment for various activities. One of the challenges faced is that there are no vehicles for movement and other operations, for operations, the office depends on assistance from the entire Lusaka City Council which may not be available at times. It is also noted that the office does not have a mega phone or duty vehicle for making mass announcement to members of the public. This makes it very difficult for all members of the public to access vital information.

Despite the seemingly large fleet of motor vehicles available, as indicated in this report, the Council still needs more vehicles to be able to cope with the expanded work requirements. This applies not only to the Lusaka City Council but also Kalingalinga Council Office. The Council needs more vehicles in all the inspectorate sections, road maintenance, revenue collection and other support units including procurement and police sections.

Some of the equipment lacking are graders, excavators, tipper trucks, rollers, water

browsers, front end loaders for road and drainage maintenance, inadequate equipment such as tower wagons for maintenance of street lighting and traffic signals, inadequate reliable equipment for effective fire fighting in the city, and generally lack of technological hardware and software facilities for effective planning, implementation, monitoring and management of projects. (Ibid:2018). It is not only Kalingalinga that needs then above equipment but also the entire Lusaka City Council.

Cash flow Problems

Despite members of the community owing the Council, Kalingalinga ground rent office does not manage to collect all the money. This has led to Council's failure to meet all the demands for service delivery and effective and efficient operations. Consequently, the Council has been struggling to raise resources for expansion and effective maintenance of the street lighting and traffic signals, including replacement of vandalized road infrastructure. Only twenty five (25) junctions in the City have traffic signals out of fifty (50) that need the facility. An average of three (3) poles are damaged every other week. As a result of the cash flow problem, the Council cannot embark on expansion programmes aimed at decentralizing public service facilities in the City, and to invest in economic ventures. Non Compliance by

Clubs and Societies to obtain Annual Operational Permits for a long time now, the Council has endeavoured to cause all social clubs, societies, associations and traditional healers conducting business in the City, to register with the local authority.

However, the response from the many advertisements posted by the Council inviting these entities to adhere to the said requirement by law has drawn blanks or otherwise lukewarm. (LCC:2018). The above is another example of lawlessness where individuals forming these groupings feel that they need not register their existence with the Local Authority.

4.4.2 OPPORTUNITIES

In terms of opportunities, there is both legal and policy framework which if well utilised can lead to the effectiveness of council offices and their operations in the provision of services to the community.

Decentralization Policy(2013) notes that Decentralization is a wonderful opportunity because it empowers local communities by devolving decision-making authority, functions and resources from the centre to the lowest level with matching financial resources in order to improve efficiency and effectiveness in the

delivery of services.¹⁵ By taking advantage of Decentralization processes, Kalingalinga Council will be improved in the following ways: Designing and implementing mechanisms to ensure a “bottom-up” flow of integrated development planning and budgeting from the District to the Central Government. In this case Kalingalinga Council will be empowered to also actively contribute to the budgeting processes. Local people will also have a say in whatever budgeting issues are to be dealt with.

As a result of Decentralization, it is an opportunity to enhance political and administrative authority in order to effectively and efficiently deliver services to the lowest level. There will be better methods of delivering services to the community through promotion of accountability and transparency in the management and utilization of resources. There will also be development of the capacity of Councils and communities in development planning, financing, coordinating and managing the delivery of services in their areas. Through the Lusaka City Council (LCC:2018), Kalingalinga Council will also benefit from decentralization implementation activities which will lead to building capacity for development and maintenance of infrastructure at local level, Introduction of an integrated

¹⁵ Decentralization Policy (2013). Government of the Republic of Zambia, Lusaka.

budget for district development and management; and provision of a legal and institutional framework to promote autonomy in decision-making at local level.

It is noted that the organisation structure and staffing level for the Council be broadly reorganized into 9 departments/units as well as the Office of Council Secretary (Chibombo District Council:2018). Like Decentralised Chibombo, Functions in Lusaka will also be devolved and Kalingalinga Council will benefit from the departments which will be created under Decentralization as follows: The Office of the Town Clerk will be in charge of Internal Audit Unit, Public Relations Unit, Procurement Unit and Legal Services Unit.¹⁶

Other departments will include Community Development and Social Services Department, Education Services Department, Health Services Department, Agriculture, Environment and Natural Resources Department, Planning and Information Systems Department, Engineering and Infrastructure Department, Finance and Business Development Department, Human Resources and Administration Department. In this case, the more the Lusaka City Council will be effective, the more effective the Kalingalinga Council site office will be because all the departments mentioned above will be link with local

operations hence an improvement in the provision of community services.

5. CONCLUSION

This paper has looked at a number of issues pertaining to the effectiveness of the council operations and offices in the provision of community services. The study was centred to identify local council structures that are available for the provision of community services in Kalingalinga Compound, to identify activities carried out by council ward structures in light of the provision of community services and to state key challenges faced by ward council structures and opportunities for effective operations in light of the provision of community services. The council offices that are available for the provision of social services is the councilor's office, Ward Development Committee as well as Ground Rent Office. They carry out a number of activities which include the fact that council offices are involved in sensitizing members of the community on civic issues. The council is involved in delivering projects which improve the area and ward. Land disputes involve identifying the type of problem and detecting the root causes and coming up with the way forward in line with laid down procedure.

¹⁶ Chibombo District Council (2018). Decentralization Paper

Other activities include distribution of bills, processing of payments and property registration. Key challenges faced by the council office in Kalingalinga include lack of equipment and vehicles for effective delivery of social services. Others include lack of finances for maintenance of offices well as providing the necessary services. Staffing levels are also very low in the Kalingalinga Council Office. The best opportunity for effective implementation of social services is the decentralization policy implementation which started in 2013. Decentralization will bring more participation and effective implementation of these services.

6. RECOMMENDATIONS

In light of all what has been presented in this paper, the following are the recommendations:

1. ALTERNATIVE SOURCE OF FUNDS

Most of the Councils depend on government for funding their community activities. This is posing a challenge because council civic space is shrinking in terms of visibility, operationalization and effectiveness. Therefore, there is need to enhance the already available local government equalization fund. This will help to improve on community service delivery.

2. ENHANCED TRAINING AND CAPACITY BUILDING

It is noted that council staff especially at Kalingalinga office and other offices lack skills for them to execute their duties effectively. Therefore, there is need to empower council staff with more skills so as to improve their work. This can be achieved by signing an MOU with Local Government Training Institute (LGTI) and making it mandatory for Council Offices located in Community Offices to attend trainings annually. This can also be done by tailoring new and suitable skills courses in office operations, records and financial management, Community Development and Social Accountability. This will improve the capability of council staff to implement community programmes effectively.

3. COMPILING A STAKEHOLDER ENGAGEMENT STRATEGY

It is noted that the council is one of the institutions without stakeholders. This brings down the implementation of programmes and increases costs of implementing these programmes. This is because each and every time that there is an activity, the council needs to invite very new stakeholders who are going to be paid hefty amount of money just for a very short period of time. In this case, there is need for the council to build a Stakeholdership strategy which allows them

to cooperate with specific members of the public for a longer period of time rather than a short period of time. This will not only reduce costs but also improve community participation.

4. COMMUNITY DEVELOPMENT IMPLEMENTATION STRATEGY

It is noted that there is no clear strategy for attainment of community programmes. This is because plans that are made at District level cannot fit all the wards in the same planned manner. The same applies to resources. The amount of money that can be spent on community services in Kabulonga Ward cannot be equal to the amount spent in Kalingalinga Ward. Even priorities matter. Therefore, there is need to build up or compile Community Development/Ward implementation strategy for effective implementation of programmes and projects.

5. SENSITIZATION

Community Development Interventions are specific community centred approach which leads to the impact on the community. The community itself is a major centred stakeholder. When the community does not know these programmes, it does not appreciate these programmes. Therefore, there is need to come up with community sensitization approach which will help empower members of the community. This

can be done through coming up with brochures and ICT materials even in the local languages. This will help empower these members of the community and appreciate these programmes.

6. EQUIPING COUNCIL OFFICES WITH OFFICE REQUIREMENTS

Council offices are a cornerstone for the implementation of community activities. Therefore, there is need to renovate the Kalingalinga Council Offices so as to make them more fit for operations. It is also vital to build up good record system in terms of electronic system. This is because in case of fire, information can be retrieved. It is also vital to equip these offices with computers, printers and other office equipment's so that there is efficiency and effectiveness in community service delivery.

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