

EQUITY

EQUITY

TRANSPARENCY

TRANSPARENCY

PARTICIPATION

PARTICIPATION

ACCOUNTABILITY

ACCOUNTABILITY

DEVELOPMENT

DEVELOPMENT

ACCESS

ACCESS

BUDGET

BUDGET

ENTITLEMENTS

ENTITLEMENTS

RIGHTS

RIGHTS

SERVICE DELIVERY

SERVICE DELIVERY

PRO-POOR

PRO-POOR

VOICE

VOICE

# Budget Execution and Service Delivery Barometer



January to June 2011

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## BACKGROUND

Civil Society for Poverty Reduction took the initiative to start the Budget Execution and Service Delivery Barometer in 2009. The project which is being piloted for 2 years (2010-2011) is the first measurement system for budget execution and service delivery that CSPR has made an effort to develop. CSPR has facilitated the establishment of a budget tracking and service delivery barometer that would base its assessment on government administrative data, and views and experiences of ordinary members of the public on the budgetary process and public service delivery in Zambia. The establishment of the barometer has particularly been motivated by Zambia's poor performance in budget execution and service delivery to the poor. The Service Delivery and Budget Execution Barometer seeks to respond to this scenario by rating and tracking the Zambian government on service delivery and budget execution in specific critical sectors, including how budget allocations are affecting individuals' livelihoods at community level and consequently at national level. It essentially measures and rates government in terms of service delivery and the timeliness, adequacy, participatory nature and usage of budgets. It considers how budget allocations are affecting individuals' livelihoods at community level and consequently at national level. The barometer is supplemented by information on how efforts to improve budget allocations reaching communities are viewed on the ground.

In a nutshell, the Budget Execution and Service Delivery Barometer has been developed by CSPR as an alternative tool to measuring government's commitment and performance in Budget Execution and Service Delivery mainly from the citizen's point of view. CSPR is going to use the barometer as an instrument to promote debate on budget execution and service delivery reforms, with the purpose of using this debate to lobby government to improve service delivery and expend sufficient resources to address social concerns coming from the citizens. The barometer is going to be published at regular intervals.

A total of six key themes form the bedrock of priority indicators that are used to rate Government's efforts towards public service delivery and budget execution.

### **THEMES THE BUDGET EXECUTION AND SERVICE DELIVERY BAROMETER**

#### **1. *Citizens' Participation and Civic Engagement in Development Processes***

This thematic area focuses on two main issues of promoting participatory budgeting and promoting community voices in decision-making process. The thematic area also links state obligations with citizen entitlements in as far as ensuring participation in development processes is concerned.

#### **2. *Pro-Poor Resource Management and Execution***

The thematic area focuses on the prioritisation of resources to key development areas (health, education, water and sanitation, social protection, agriculture and infrastructure), execution of these resources as well as ring-fencing of pro-poor development allocations.

### 3. **Transparency and Accountability**

This thematic area focuses on mechanisms used to ring fencing of pro-poor resources, accountability of these resources and the mechanisms used by the local and national government structures to explain and justify its decisions, policies and programmes.

### 4. **Basic Service Delivery and Management**

This thematic area focuses on the capacity of local and national government structures in providing basic services effectively and efficiently in health, education, water and sanitation, social protection, agriculture and infrastructure.

### 5. **Equity**

This theme focuses on the rights of access to basic services and extent to which disbursed funds reach intended beneficiaries in full especially for rural areas, the vulnerable, women and children.

### 6. **Human Development**

This theme focuses on the effectiveness of impact of the actions applied on local human development

## **METHODOLOGY**

There are numerous tools that exist for citizen assessment of national budget. The main features of these assessments and the objectives they seek to fulfil are typically as follows:

1. *Diagnostic*: an assessment is done to identify a problem and its scope;
2. *Monitoring*: an assessment is done at regular intervals to keep a check on the success or failure of an initiative, policy or programme;
3. *Evaluation*: an assessment is done to assess whether an initiative, policy or programme has achieved its pre-defined results and outcomes;
4. *Dialogue*: an assessment also serves to engage citizens and communities in informed discussions about shared goals and priorities.

The Service Delivery and Budget Execution Barometer has adopted this approach in examining its two components, and specifically considers the following:

- **Budget Tracking**: *Allocation of Funds to particular sectors, the actual flow of funds towards specific developmental area, the utilisation of funds in addressing developmental issues and evidence of such utilisation*
- **Service Delivery Monitoring**: *Perceptions of government services present in the province in general and more specific at district and community level and feedback from service providers and service users on the quantity and quality of specific government services they have received.*

The actual assessment is a two-stage process that starts with field activities involving collection of assessment data from various actors and various stakeholders at community, district, provincial and national levels. Respondents from various backgrounds are asked to assess various aspects relating to the budget process and government service delivery.

The second stage involves a panel of experts that reviews the field data, combines this with other relevant information to arrive at an overall score for each indicator. In doing their assessment, the panel of experts follows three steps:

Step 1: Exchange of information concerning the indicator under review in order to create a common level of understanding

- What is the legal framework?
- What is the political framework?
- What are the specific problems or concerns in that area?

Step 2: Qualitative discussion of the evaluation of the facts, trends observed and primary data collected

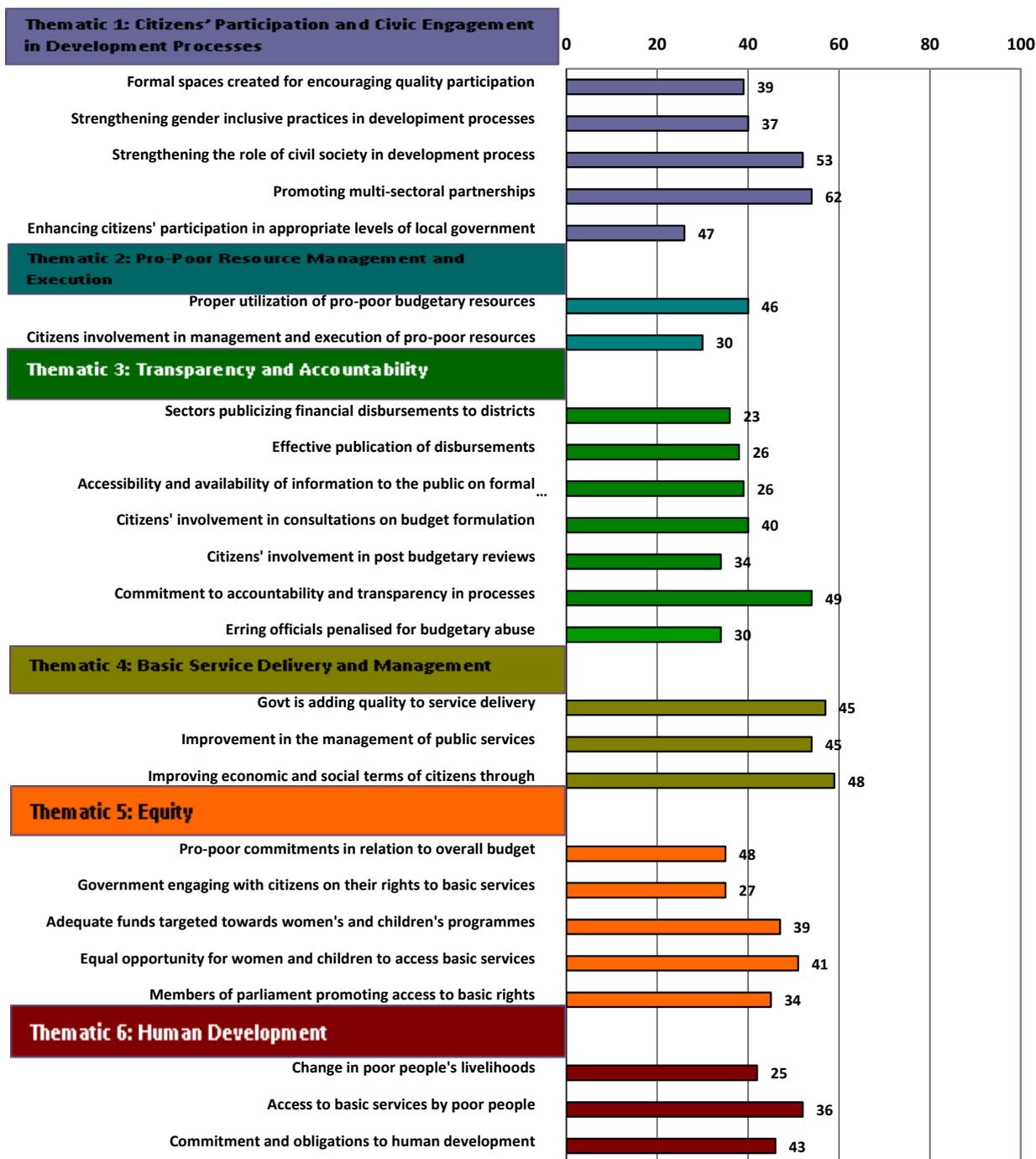
Step 3: Quantitative assessment or scoring by secret ballot

The actual scoring is from a scale of 0 to 100% and divided into five segments as shown in the table below:

0 -20%	Government does not meet the indicator
21- 40%	Government minimally meets aspects of the indicator
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge
61- 80%	Government meets most aspects of the indicator
81 – 100%	Government meets all aspects of the indicator and has been doing so over time

The composition of the panel of experts is designed to include representatives of the local government, the academia, private sector, development agencies and civil society. The representatives serve as panel members in their personal capacities, not as representatives of their respective organisations. The panel meet bi-annually for two-day period to undertake the second-stage assessment process. The meeting is facilitated by an independent consultant to ensure objective outcomes.

## OVERVIEW OF THE BAROMETER (January to June, 2011)



- 0 -20% Government does not meet the indicator
- 21- 40% Government minimally meets aspects of the indicator
- 41 - 60% Government meets many aspects of the indicator but progress may be too recent to judge
- 61- 80% Government meets most aspects of the indicator
- 81 – 100% Government meets all aspects of the indicator and has been doing so over time

### Comparative Analysis July to December 2010/January to June 2011

No.	Thematic Area	January to June 2011	July to December 2010	Percentage Change
1.	Citizen's Participation and Civic Engagement	48	42	+6
2.	Pro-Poor Resource Management and Execution	38	35	+3
3.	Transparency and Accountability	33	39	-6
4.	Equity	38	44	-6
5.	Human Development	35	47	-12
6.	Basic Service Delivery and Management	46	57	-11
	<b>Mean score</b>	<b>40</b>	<b>44</b>	

The Budget Execution and Service Delivery Barometer recorded a decline for the period January to June 2011 from July to December, 2010 by 4 percentage points from an average score of 44% to 40% respectively. This implies that government minimally met a number of aspects of Budget Execution and Service Delivery indicators. The decline was mainly attributed to a decline in four main thematic areas which included: (i) Transparency and Accountability; (ii) Equity; (iii) Human Development; and, (iv) Basic Service delivery and management.

Most significant decline was Human Development & Basic Service Delivery and Management which recorded a 12 and 11 percentage points decline respectively. The barometer shows that that there had been no significant change in poor people's livelihoods in the period between January and July 2011. The economic growth registered positive growth in the first half of the year but the economic growth based on the barometer did not translate into poverty reduction and human development. Whilst there were some significant political commitments to human development as demonstrated in the SNDP, this was not matched with the requisite resource allocation, especially towards Social Protection. Budgetary allocations towards Poverty Reduction Programmes (PRPs) monitored under the Barometer time frame, as a share of the total budget recorded a decline of 1.6% in 2011 compared to 2010 and only 70% on average of budgeted amounts to PRPs were disbursed for the first half of 2011.

In addition, there were marked and consistent patterns of uneven distribution of services across districts. Basic service delivery continued to be heavily biased towards urban areas and excluded the marginalized and vulnerable. The continuing challenges in basic service delivery have impeded significant impacts on human development.

## Thematic 1: Citizens' Participation and Civic Engagement in Development Processes

This thematic area focuses on two main issues of promoting participatory budgeting and promoting community voices in decision-making processes. The thematic area also links state obligations with citizen entitlements in as far as ensuring participation in development processes is concerned.

### **1.1 Formal spaces created for encouraging quality participation**

First half of 2011 was marred by elections and government appeared to be more focused on campaigning activities rather than consulting citizens on various developmental interventions. Where there are formal spaces for citizen's participation and civic engagement they hardly yield satisfactory results and most decisions and actions taken by government appear unilateral.

The constitution of Zambia does not provide for a legal framework that would oblige government to create formal spaces for civil society's participation. In spaces created by government such as SAGs, PDCC and DDCC, there is poor attendance of meetings especially budget meetings when estimates were the item of the agenda. This has been attributed to non-inclusive and non-participatory budget meetings; selective invitation to budget meetings; limited accessibility to budget information; lack of clear legal framework on participation; lack of public forum for consultations and technicality of budget language.

It was observed that some SAGs , PDCC and DDCC meetings continue not to take place as scheduled and the SAGs without donor support are perceived to perform poorly and tend to collapse. The Decentralisation Implimentation Plan (DIP) was still not put into practise in all the districts which hampered effective participation of the civil society at both the district and community level.

At lower levels community participation is very limited as the structures put in place such as community committees are not really functional with the exception of PTA's and the main reason being that PTA's provide an avenue for resource mobilisation through PTA fees.

#### **Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	<b>39%</b>
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

### **1.2 Strengthening gender inclusive practices in development processes**

The SNDP covering the period 2011 – 2015 indicated less gender mainstreaming of sector chapters as compared to the FNDP. The FNDP had 12 sectors that at least made reference to gender issues compared to 3 in the SNDP. The gender programmes are not integrated in the SNDP. The two main programmes on gender proposed in the SNDP which have been adopted from the Gender in Development Division (GIDD) appear as a stand – alone component of the Plan with their own programmes and indicators.

Government commitment and structure have been lacking in strengthening gender inclusiveness, therefore due to absence of conducive framework conditions, Zambia continues to perform poorly in this regard, also there's a lack of statistics to guide the process. It was also observed that gender issues during the period under review did backslide because Gender in Development Division (GIDD) was underfunded and understaffed.

#### **Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	<b>37%</b>
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

### **1.3 Strengthening the role of civil society in development processes**

The government has made significant efforts to consult with Civil Society but structures need to be formalised and made less dependant on the goodwill of government officials. The NGO act still remains a threat in its current form as it stifles CSO participation. The political environment revealed that government was more responsive to CSOs that are involved in service delivery rather than advocacy especially in relation to governance.

#### **Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	<b>53%</b>
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

#### **1.4 Promoting multi-sectoral partnerships**

Multi-sectoral partnerships are evident in all the social sectors but effectiveness needs to be enhanced. The government continues to promote multi-sectoral participation through a number of channels which include the SAGs, PDCC, DDCC and Sector & Project reference groups.

Further, Government through the SNDP will enhance Public Private Partnerships (PPPs) to augment its efforts in economic and social development in areas such as construction, rehabilitation and maintenance of infrastructure and effective delivery of social services.

##### **Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	62%
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

#### **1.5 Enhancing participation of civil society in appropriate levels of local government**

As much as local governments are obliged to call for community participation in form of meetings on community projects, the local councils continue not to implement this. Even though structures are in place there's lack of willingness to meaningfully consult on government side and the lack of implementation of the Decentralisation Policy has frustrated efforts in this regard. This was also attributed to the lack of capacity by the local council further affecting the quality of participation at lower levels such as Area Development Committees (ADC) and Ward Development Committees (WDC). Elected local authorities like councillors also rarely interacted with their constituencies on developmental processes and projects in the communities CSPP has partnered with.

##### **Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	47%
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

##### **Overall Thematic Analysis:**

The lack of political will to implement the Decentralisation Implementation Plan (DIP) and rigidities in institutional frameworks especially at lower levels such as the council continue to limit citizen participation especially in the budgetary processes. Structures that promote Civil

Society participation such as SAGs, PDCCs and DDCCs also do not operate as they should be and has compromised the quality of participation.

### Summary of Scores for Indicators under the Thematic 1

	<i>Indicator</i>	%	%
1.1	Formal spaces created for encouraging quality participation	39	39
1.2	Strengthening gender inclusive practices in development processes	40	37
1.3	Strengthening the role of civil society in development process	52	53
1.4	Promoting multi-sectoral partnerships	54	62
1.5	Enhancing participation of civil society in appropriate levels of local government	26	47
<b>Overall Thematic Score (Average of Indicator Scores) January – June 2011</b>			<b>48</b>
<b>Overall Thematic Score (Average of Indicator Scores) June – December 2010</b>		<b>42</b>	

## Thematic 2: Pro-Poor Resource Management and Execution

The thematic area focuses on the ring-fencing of pro-poor resources in key development areas (health, education, water and sanitation, social protection, agriculture and infrastructure)

### 2.1 Proper utilization of pro-poor budgetary resources

Indications of misappropriation & misapplication of pro-poor resources were observed during the period under review. This was mainly due to failure by government to ring fence pro poor resources and take appropriate action to penalize erring officials. For example the 2009 Auditor general’s Report released in 2011 indicates that under the Public Welfare Assistance Scheme (PWAS) beneficiaries reduced by 31% in 2009 whilst funding for the PWAS increased by 56%. Further, K409, 000,000.00 of the Fertilizer Support Programme (FSP) was used to purchase a Motor Vehicle for the minister contrary to the Appropriation Act of 2009. The FSP was designed to provide fertilizer and seeds to eligible farmers at a cost of K450,000 per farmer/household. Therefore by diverting k409, 000,000.00 about 900 farmers lost the opportunity to benefit from the programme.

Timely disbursements of resources to implementing agencies have remained a challenge and continue to greatly compromise the quality of service delivery by government. Evidence by CSPR in the project area indicated that for the period under review (January to June 2011), on average only 70% of the allocated budgets to the monitored sectors were disbursed whilst in others it was as low as 40% such as the Water & Sanitation sector.

#### **Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	<b>46%</b>
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

## 2.2

### **Citizens involvement in management and execution of pro-poor resources**

Evidence suggests that Citizens involvement in management and execution of pro-poor resources is minimal. Based on CSPR's budget tracking work, budget information is scarce at all levels of government expenditure and most initiatives aimed at involving citizens are taken by civil society organisations and not government. It was observed that many citizens were not aware of PRP budgetary disbursements

In addition, there was a general lack of effort to publicise budget information by the government and some sectors stated would provide on request but even then information was not always forthcoming.

#### **Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	<b>39%</b>
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

#### **Overall Thematic Area Analysis:**

In real terms, allocations and budget releases to PRPs improved during the period under review. However the monitoring exercise highlighted the need to focus not only on poverty-reducing measures like allocations to PRPs when budgets are prepared, but to also ensure that such programs are indeed implemented in a timely and accurate manner. To achieve this, both operational efficiency and effectiveness in line ministries and the timely release of funds to all intended beneficiaries are required. Diversion of pro-poor resources continues to be prominent as evidenced in the Auditor General's report which has a negative impact on both economic & human development.

#### **Summary of Scores for Indicators under the Thematic Area**

	<b>Indicator</b>	<b>%</b>	<b>%</b>
2.1	Proper utilization of pro-poor budgetary resources	40	46
2.2	Citizens involvement in management and execution of pro-poor resources	30	29
<b>Overall Thematic Area Score (Average of Indicator Scores) January - June 2011</b>			<b>38</b>
<b>Overall Thematic Score (Average of Indicator Scores) June –December 2010</b>		<b>35</b>	

### Thematic3: Transparency and Accountability

This thematic area focuses on mechanisms being used to ring-fence pro-poor resources, accountability of these resources and the mechanisms used by the local and national government structures to explain and justify its decisions, policies and programmes.

#### **3.1 Sectors publicizing financial disbursements to districts**

There is still a general lack of strong structures on the ground to involve or inform citizens on the release and available resources, which could then enable them to monitor how funds are executed.

The period under review had on significant improvements in publishing of budgetary funds. Even though there has been advertisement of disbursement of funds by the ministry of Education, the means used to reach the intended targets such as newspapers have still not been effective. The published budgetary information does also not provide information to relevant parties on how the funds being released are spent on PRP projects.

During the period under review, there were few public adverts with regards to the budgetary disbursements to PRP sectors; however, most of the publicity was on the projects that were done by cooperating partners such as Japanese International Cooperating Agency (JICA). The Road Development Agency was more secretive during the so called 'formula one' roads rehabilitation exercise.

#### **Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	23%
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

#### **3.2 Effective publication of disbursements**

The newspapers remained the media of advertisement for publication of disbursements despite been perceived as ineffective. With high poverty levels most of the people cannot afford to buy newspapers, let alone the language (English) is not understood and cannot be read by over 80% of the Zambia people.

Radio broadcast in different appropriate local languages of financial disbursements is a better alternative to Newspapers

For effectiveness in financial disbursement at local levels, government should use gathering places for people (for example courts, churches and local councils) to advertise disbursements. The call on the government to adopt the Ugandan policy on financial disbursements continues. Uganda's policy which has been cited as a good practice uses local channels as a means to

disseminate information, and messages are published in local vernacular so that local citizens understand.

During the period under review, there were a lot of bill boards purporting to show government projects but no details of the budgets were shown on the billboards. Government through ZANIS needed to inform and consult the citizens on the details of the projects at the community level but this was not done. Further, the CSOs fought for the enactment of the freedom of information (FOI) bill during the period under review but to no avail.

**Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	26%
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

**3.3 Accessibility and availability of information to the public on formal publication of contracts and tenders**

Information on contracts and tenders is available to the public but the main issue is accessibility of this information. There is only a few privileged individuals that have insider information on tenders and the right channels of the process. This lack of easy accessibility leads to the huge inequality gap in access information among citizens. This is despite the government putting in place the 2008 Procurement Act and the Budget and Finance Act, which states that procurement plans and contract award information must be published in public media (Daily Mail, Post and Times of Zambia) in interest of fiscal transparency and accountability

The budget monitoring by CSPR revealed that Information related to contracts and tenders was not easily available and made public due to single sourcing of contracts. In the road sector however, there was information as to who was awarded the contracts in the daily newspapers but the problem was on how the contracts were awarded. Private media observed that there were allegations that state house was involved in issuing out projects especially to Chinese companies. This created a discrepancy on who had access on the projects as ZPPA was not availed details of the tendering processes.

**Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	26%
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

**3.4 Citizens' involvement in consultations on budget formulation**

Government promotes an open call to the budget formulation process unfortunately only a few selected business, economic and CSO's stakeholders are consulted. Effective consultations should aim at involving traditionally excluded political actors such as the poor, women, youth and other disadvantaged social groups, giving them the opportunity to directly influence local public spending which is not the case. A citizen perception study by CSPR revealed that only 10% of respondents had been consulted in budget formulation with regards to community amenities and this was done through the Area development committees.

The Ministry of Finance once every year issues out a call circular (May/June), which calls for budget proposals. Unfortunately, this circular only goes to the sectors, parastatals, provincial administration and grant-aided institutions. Districts Councils are not considered as part of central government hence they do not directly participate in the national budgeting planning and preparation process, thus people in the communities are not involved in the budget preparation and this is compounded by the delayed implementation of the Decentralisation Implementation Plan

The formulation of the budget act which would promote citizens consultation and involvement in addition to the Decentralisation Implementation Plan had both not be done by government mainly attributed to lack of sufficient political will.

**Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	40%
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

### **3.5 Citizens' involvement in post budgetary reviews**

Government provided some platform for citizen post budget reviews but most citizens were not aware of these and the few that were aware did not participate due to a number of limitations. For instance, many ordinary citizens could not attend the Parliamentarian Accounts Committees (PAC) meetings during the period under review. Other factors that prevented citizens from being involved in post budgetary reviews included; lack of information to the citizens, lacking interest in the post- budgetary reviews by some citizens.

The structure of parliament also made some citizens not to be comfortable in attending the PAC meetings. CSOs do not have easy access to the Executive or Judiciary as alternative means to influence the budget. The Legislature (Members of Parliament) is the most available avenue for intervention; but without amendment powers, this presents only a very weak option for influence. There is need for government to make efforts to promote citizens involvement in post- budgetary reviews.

Above all, these post budget reviews only happened in the urban centres making it more bias in terms of citizen representation.

#### **Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	<b>34%</b>
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

### **3.6 Commitment to accountability and transparency in processes**

The government has been making some progress in terms of improving the level of accountability on budgetary issues although corruption is a major stumbling block to this fight as it makes systems and mechanisms by government permeable.

For instance, government set the Integrated Financial Management Information System (IFMIS) as a component of the Public Expenditure Management and Financial Accountability (PEMFA) to improve reliability and timeliness of financial information. However, progress against this has been slow.

When the budget is approved by parliament, line ministries are given the funds through the Ministry of Finance and national planning. However it has been noticed that there are a lot of challenges in monitoring how the government ministries are expending the funds given to them in line with the proposed activities/programmes as there are no departmental minute meetings checking on budget performance, no disbursement reports, etc. Members of Parliament are only availed reports when the Auditor General office reports irregularities. These reports are however, outdated by two financial years. There are no current year financial reports hence making difficulty to make immediate correction on the current year by members of Parliament.

Further to this access to information on budget expenditure especially at lower levels was very difficult which ideally should be made public.

**Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	48%
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

**3.7 Erring officials penalised for budgetary abuse**

There has been limited information on the actions taken against recommendations arising from the Auditor General’s Report generally. Moreover, complexity of the reports has made it difficult for citizens to know of the misuse of public funds. Based on this, there was need for the reports to be simplified. There is also need for the government to take action on erring officials. The fact that the auditor general urged the government to take action on the erring officials clearly indicates that little was done by the government on the erring officials.

The Auditor General reports reveals abuse of office, irregularities, misappropriations and misapplication of funds. However, there are no reports that are availed on the measures taken to correct the above and also no report is given on what has been done to the people found guilty or investigation done on the irregularities. As a result Members of Parliament cannot actively participate in finding lasting solutions to office abuse and irregularities in the public offices

Demonstrations are among the opportunities available for Citizens and watchdog groups to pressurize government and law makers on anomalies, misuse, diversion or disappearance of funds. However, lack of organized structures on the local level makes it difficult for citizens to quickly mobilize themselves when resources have been misused and demand for action. Furthermore, it was observed that the authorities did not always treat kindly ordinary citizens who wanted to demonstrate. It was particularly noted that the Non Governmental Organization (NGO) Act threatened CSOs freedoms.

**Score**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	30%
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

### **Overall Thematic Analysis:**

The laws in Zambia have provision for accountability, transparency and penalising of government officials where there is abuse of public resources, but the implementation and adherence to these laws is disregarded or not adhered to

### **Summary of Scores for indicators under the Thematic Area**

	<i>Indicator</i>	%	%
3.1	Sectors publicizing financial disbursements to districts	36	23
3.2	Effective publication of disbursements	38	26
3.3	Accessibility and availability of information to the public on formal publication of contracts and tenders	39	26
3.4	Citizens' involvement in consultations on budget formulation	40	40
3.5	Citizens' involvement in post budgetary reviews	34	34
3.6	Commitment to accountability and transparency in processes	54	49
3.7	Erring officials penalised for budgetary abuse	34	30
<b>Overall Thematic Area Score (Average of Indicator Scores) January - June 2011</b>			<b>33</b>
<b>Overall Thematic Score (Average of Indicator Scores) July – December 2010</b>		<b>39</b>	

## **Thematic 4: Basic Service Delivery and Management**

This thematic area focuses on the capacity of local and national government structures in providing basic services effectively and efficiently in health, education, water and sanitation, social protection, agriculture and infrastructure.

### **4.1 Government is adding quality to service delivery**

The quality of services offered by the government has not been satisfactory for period under review. The education sector for example, the teacher to pupil ratio has remained high with an average ratio of 1:60. This affected the quality of the services offered to pupils. This has further been strained by the free education policy which has led to an increase in pupil enrollments whilst teaching aids and support infrastructure like desk have remained constant and sorely lacking in others. The Human resource challenge is also prominent in the health sector, most rural health centers and clinics had no medical doctors and also lacked technical support staff such as pharmacy technologists, lab technicians and midwives. It was however observed that a number of classrooms and health centers have been put up through the constituency development funds and government capital projects.

**Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	<b>45%</b>
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

**4.2 Improvement in the management of public services**

During the period under review, the government has made efforts in recruiting civil servants in education, health and security though there is still shortage of human resources in these sectors. The shortage of medical personnel in the country results from low levels of enrolment of students in medical fields and poor retention programmes. The MCF constraints analysis revealed that the programmes offered by some institutions were not in line with the demand for the services.

Moreover, the trainings offered in tertiary institutions are not adequate to meet the demands of the industries. The government has made strides in revising the curriculum in education and health sectors.

It should be noted that the PEMFA programme continues to show improvements in a number of areas, which have served to increase the transparency, accountability and fiscal management of resources meant for service delivery as seen in the Poverty Reduction Budget Support (PRBS)

**Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	<b>45%</b>
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

**4.3 Improving economic and social terms of citizens through service delivery**

The government made efforts in improving social and economic wellbeing. The hosting of AGOA conference in Zambia was made possible with government support. AGOA created a platform for Zambian women to access market opportunities in America. During the period under review, the government made efforts to encourage banks to reduce lending rates although this did not materialise.

Furthermore, the one shop information centre was put up in Livingstone. The government also simplified the cross - border trade by building one stop border posts. Despite a number of

initiatives by the government, labour reforms remained stagnant during the period under review. Moreover, citizens who owned companies could not access the CEEC loans due to stringent requirements by CEEC and political links.

**Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	<b>48%</b>
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

**Overall Thematic Area Analysis:**

During the period under review the major challenge to effective basic service delivery has been lack of budget information both to the public and implementing agencies at lower levels. Efficient and effective public spending programs are critical to promote economic growth and equitable access to economic opportunities for all segments of society. Well-planned and implemented public spending strategies can promote technical, allocative efficiency and equity through timely and appropriately focussed budget implementation and service delivery.

**Summary of Scores for Each Indicator under the Thematic Area**

	Indicator	%	%
6.1	Government is adding quality to service delivery	57	45
6.2	Improvement in the management of public services	54	45
6.3	Improving economic and social terms of citizens through servicedelivery	59	48
<b>Overall Thematic Area Score (Average of Indicator Scores) January - June 2011</b>			<b>46</b>
<b>Overall Thematic Score (Average of Indicator Scores) June – December 2010</b>		<b>57</b>	

**Thematic 5: Equity**

This theme focuses on the rights of access to basic services and extent to which disbursed funds reach intended beneficiaries in full especially for rural areas, the vulnerable, women and children.

**5.1 Pro-poor commitments in relation to overall budget**

About 40% of the national budget was allocated to PRPs. However aggregate figures generated by CSPR in 10 districts showed that only about 70% of budgeted resources were actually disbursed to PRPs in the key sectors. There is usually the discrepancy between the allocated and disbursed funds. The structure of government somehow has contributed to the non-utilization of funds. One pronounced finding in all the ten districts of the action was the late disbursement of funds. In addition to this, it was also observed that funds disbursed were not inline with the budgeted amounts and were usually lower. Unpredictable flows of funds lead to budgetary and

overall economic instability, especially when the budget amounts to a significant share of the sector inflows. Expenditure cuts necessitated by non-disbursement of budgeted funds can affect the poorest in particular. Some of the causes identified for lack of predictability in budget disbursements included technical and administrative matters. This includes poor alignment of district and the national budget. Funding profiles from the district to the line ministries are usually different from allocations made to the district at national level (MoFNP). Further to this, disbursements delay due to administrative problems, bureaucratic procedures or time-consuming coordination between MoFNP, Line Ministries and implementing agencies at lower levels (Provincial & District). Lack or low political will also affected the efficient and effective allocation and disbursements of resources to pro- poor programmes.

**Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	<b>48%</b>
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

**5.2Government engaging with citizens on their rights to basic services**

Lack of organized structures at the community level has hampered dialogue with government. There has been little evidence of community dialogue sessions on the right to basic needs with government. The non enactment of the FOI Act clearly indicates lack of government commitment in promoting citizens’ rights to basic services. Despite councils having charts showing the services offered, the citizens do not demand for all the services that are offered by the councils. Further, Zambia has not domesticated international instruments promoting citizens rights to basic needs. Local citizens continue to see these basic human rights as privileges, instead of entitlements. There is very little interaction between citizens and elected officials, on human rights issues.

The Human Rights Commission has a very good mandate in promoting human rights; however, it does not have independence from government. It is only recently that the Human Rights Commission has begun to decentralize, but instead of focusing on basic human rights, they have chosen to focus on human rights from a criminal justice standpoint. Without decentralizing government, it would be nearly impossible for people to meaningfully with government on their rights to basic needs

**Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	<b>27%</b>
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

**5.3 Adequate funds targeted towards women's and children's programmes**

While traditionally “pro-poor” spending was built mostly on social sector spending, including health, social services, and education, the government has been promoting development programs in support of the “productive sectors” of an economy, including small business incentives, infrastructure upgrading, rural development, or programs to improve the lives of women such as women’s fund and CEEC. However, the Citizens Economic Empowerment Commission (CEEC) has not fully benefited more women because of the requirements that the applicants are subjected to. Women were noted as not being in a position to fulfil these requirements.

Some programmes such as maternal and the girl child were well funded as compared to other programmes focusing on nutrition, social security and gender issues during the period under review.

**Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	<b>39%</b>
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

**5.4 Equal opportunity for women and children to access basic services**

Government has shown some commitment in promoting women and children’s programmes as evidenced in the Sixth National Development Plan (SNDP) but this is still really just on paper. It was however noted that women and children usually go together to access basic health services. Some programmes such as maternal and the girl child health were well funded as compared to other programmes focusing on nutrition, social security and gender issues during the period under review. In the Health and Education sectors, the government has developed programmes targeted to provide access to women and children. For example in the health sector, government has been administering certain health programs such as free clinics for expectant mothers. These efforts have resulted in child, infant and maternal mortality rates declining. While these successes have been scored among women and children, the government has continued to ignore the age group of adolescents, and the dropout rate of this group between

primary and tertiary institutions, is exponential. This drop out phenomenon needs to be addressed as well.

**Scores**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	<b>41%</b>
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

**5.5 Members of Parliament promoting access to basic rights**

Little was being done by the Members of Parliament in promoting access to basic rights. This was evidenced by parliament’s failure to promote and pass the social and cultural rights bill. Further, following the pollution of Kafue River by the Konkola Copper Mine (KCM), the MPs only talked about the environmental issues unlike discussing the impacts of pollution on human beings. Seldom do parliamentarians talk about the citizens’ basic rights in parliament. One explanation for this was that perhaps the MPs lack basic understanding of human rights which has profoundly affected their public promotion of basic rights. Moreover, some MPs are not aware of the international commitments that the country has made in as far as promoting basic rights is concerned.

It was however noted that parliamentary committees received expert submissions on basic rights and were seen promoting basic rights and the best step in reforming the parliamentary process

**Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	<b>34%</b>
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

***Overall Thematic Area Analysis:***

There were marked and consistent patterns of uneven distribution of services across districts. Basic service delivery continued to be heavily biased towards urban areas and excluded the marginalized and vulnerable. The statistics from the Living Conditions Monitoring Survey (LCMS) of 2010 indicate that poverty still remains more of rural phenomena at 76% of the rural population below the poverty line while in urban areas the corresponding figure is 34%. The decline from the 2006 LCM of 80% rural poverty has mainly been attributed to change in methodology and that poverty still remains high.

## Summary of Scores for Each Indicator under the Thematic Area

	<i>Indicator</i>	%	%
4.1	Pro-poor commitments in relation to overall budget	35	48
4.2	Government engaging with citizens on their rights to basic services	35	27
4.3	Adequate funds targeted towards women's and children's programmes	47	39
4.4	Equal opportunity for women and children to access basic services	51	41
4.5	Members of parliament promoting access to basic rights	45	34
<b>Overall Thematic Area Score (Average of Indicator Scores) January - June 2011</b>			<b>38</b>
<b>Overall Thematic Score (Average of Indicator Scores) June – December 2010</b>		<b>43</b>	

## Thematic 6: Human Development

This theme focuses on the effectiveness of impact of the actions applied on local human development

### **6.1 Change in poor people's livelihoods**

There had been no significant change in poor people's livelihoods in the period between January and July 2011. The economic growth registered positive growth in the first half of the year but the economic growth based on the budget monitoring did not translate into poverty reduction and human development

Poverty levels are still high in rural areas despite the country recording economic development. Moreover, the cost of living remains high, with static income and high levels of unemployment. Inequality between the poor and the rich increased during the period under review. Despite Zambia being classified as a low middle income country, this has not translated into better living conditions of the people.

The 2010 Global Human Development Report revealed that out of 135 countries for which there are HDI data between 1970 and 2010, only three had a lower HDI in 2010 than they did in 1970: those three countries were Zambia, Zimbabwe and the Democratic Republic of the Congo. Since 2001, Zambia has been successful in pursuing growth, but in a pattern not conducive to human development. The more urbanized provinces of Lusaka and the Copperbelt have the highest HDIs. At the bottom are Western, Northern and Luapula provinces. Only 20% of the population continue to enjoy 80% of Zambia's wealth.

### **Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	<b>25%</b>
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

### **6.2 Access to basic services by poor people**

During the period under review, the quality of the health services provided overall to citizens has been poor as evidenced by few drugs being available in hospitals and clinics. The ratio of patients to medical practitioners has been widening. Access to education improved due to building of more schools though the quality of the services has been poor. This has been greatly attributed to limited human resources and deficiencies in the structure. Further, access to clean drinking water has remained poor as evidenced by cases of water borne diseases that were recorded in different parts of the country.

#### **Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	<b>36%</b>
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

### **6.3 Commitment and obligations to human development**

There is no legal framework on the part of government to honor its promises. Further, little has been done on issues of human rights. The constitution, is a channel through which government's commitment of delivering human rights, is guaranteed. However, the constitution in its current form does not provide for this. There has been little Government's commitment to covering core minimum human rights obligations such as access to clean and safe water, access to basic education, etc. For instance the money budgeted for was not corresponding to the needs of the people at the grassroots. There was lack of political will by government.

#### **Score:**

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge	<b>43%</b>
61- 80%	Government meets most aspects of the indicator	
81 – 100%	Government meets all aspects of the indicator and has been doing so over time	

**Overall Thematic Area Analysis:**

There had been no significant change in poor people's livelihoods in the period between January and July 2011. The economic growth registered positive growth in the first half of the year but the economic growth based on the barometer did not translate into poverty reduction and human development. Whilst there were some significant political commitments to human development as demonstrated in the SNDP, this was not matched with the requisite resource allocation, especially towards Social Protection. In all four sectors, namely agriculture, health, education and water and sanitation, progress has tended to emphasize growth, increased coverage and scaled-up interventions but the quality dimension has lagged behind. All four sectors face critical shortages of skilled staff, which compromise service delivery and human development, and productivity of existing staff is also very low – meaning there is a shortage in human resources and a general lack of motivation to provide the required service with the quality required. The country continues to be one of the most unequal countries in sub-Saharan Africa with a Gini coefficient of 53%.

**Summary of Scores for Each Indicator under the Thematic Area**

	Indicator	%	%
5.1	Change in poor people's livelihoods	42	25
5.2	Access to basic services by poor people	52	36
5.3	Commitment and obligations to human development	46	43
<b>Overall Thematic Area Score (Average of Indicator Scores) January - June 2011</b>			<b>34</b>
<b>Overall Thematic Score (Average of Indicator Scores) June – December 2010</b>		<b>46</b>	

## ACTION PLAN OF RECOMMENDATIONS

Based on the issues noted in this report, the following are recommended for immediate action:

	<b>Problem Area</b>	<b>What will we Do? (STEPS TO BE TAKEN)</b>	<b>Who will do it? (RESPONSIBLE PERSON/Group)</b>	<b>When will they do it? (TIMING)</b>
1	Limited civil society participation in development processes	<ul style="list-style-type: none"> <li>Claim for spaces to participate in budgetary and development processes. CSPR will facilitate this process and will engage one on one with chairpersons of the various committees on how CSOs can effectively participate</li> <li>Facilitate partnership between the local CSOs and Government officials in at least 10 districts with regard to participation in committee meetings such as the DDCCs and ADCs.</li> <li>Create for platforms such as radio and TV to involve the public in contribution to the discourse on budgetary issues and service delivery</li> </ul>	CSPR and other CSOs	January - June 2012
		<ul style="list-style-type: none"> <li>Government should initiate a monitoring study to determine the performance of SAGs as well as determine the effectiveness of civil society's participation.</li> </ul>	Government through lobbying by CSPR	In the short term
2	Lack of transparency and accountability on the disbursements and execution of PRP funds	<ul style="list-style-type: none"> <li>Government needs to implement the established policy where each ministry is required to produce a procurement plan. This would allow for far more transparency in the area of PRP disbursements.</li> </ul>	Government through lobbying by CSPR	In the short term
3	Low focus on Human Development	<ul style="list-style-type: none"> <li>Initiate dialogue and suggest steps needed by government to begin to conceptualize human development as a series of investments to increase capacity, to promote a more equitable and inclusive society and to catalyze accelerated, broad-based economic growth.</li> <li>CSPR will produce a policy brief on the steps needed by government to conceptualize human development</li> </ul>	CSPR in collaboration with other CSOs	January – June 2012
4	Despite having a Decentralisation Implementation Plan, very little effort has been made to decentralize service delivery and this has contributed to poor service delivery performance in some areas	<ul style="list-style-type: none"> <li>Government should move swiftly and decisively towards decentralisation, in general, and fiscal decentralisation, in particular.</li> </ul>	<ul style="list-style-type: none"> <li>Government through CSO lobbying</li> </ul>	In the short term
5.	Non publication of procurement plans and	<ul style="list-style-type: none"> <li>Zambia Public Procurement Authority (ZPPA) will have to either communicate by</li> </ul>	<ul style="list-style-type: none"> <li>ZPPA through CSO</li> </ul>	January – June

	<b>Problem Area</b>	<b>What will we Do? (STEPS TO BE TAKEN)</b>	<b>Who will do it? (RESPONSIBLE PERSON/Group)</b>	<b>When will they do it? (TIMING)</b>
	contract awards by government ministries and spending agencies	writing or call for a meeting to remind MPSAs on the requirement of publishing procurement plans and contract awards.	lobbying	2012
		Enhance procurement watch/monitoring activities	• Coalition of CSOs	January – June 2012
6	Communities are not aware of government allocations and disbursements in their areas	<ul style="list-style-type: none"> <li>Ministry of Finance and National Planning should start publishing budget allocation according to districts. The districts should further publish these allocations at a ward level.</li> </ul>	<ul style="list-style-type: none"> <li>Ministry of Finance and national Planning with CSPR lobby</li> </ul>	In the short term

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