

Budget Execution and Service Delivery Barometer



January to December 2012

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

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BACKGROUND

Civil Society for Poverty Reduction (CSPR) took an initiative to start the Budget Execution and Service Delivery Barometer in 2009. 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.

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 barometer is supplemented by information on how efforts to improve budget allocations reaching communities are viewed on the ground. The Budget Execution and Service Delivery Barometer was 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 uses the barometer as an instrument to promote debate on budget execution and service delivery reforms. The purpose of debate is to lobby government to improve service delivery and expend sufficient resources to address social concerns coming from the citizens. The barometer therefore is published at regular intervals to ensure consistency and to establish trends in the provision of service delivery by the Government.

The barometer concentrates on a total of six key themes forming 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 adopted this approach in examining 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 a 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, 2012)



- 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 2011 and January to June 2012

No.	Thematic Area	July to December 2011	January to June 2012	Percentage Change
1.	Citizen's Participation and Civic Engagement	38	43	5
2.	Pro-Poor Resource Management and Execution	48	49	1
3.	Transparency and Accountability	36	41	5
4.	Equity	47	50	3
5.	Human Development	30	33	3
6.	Basic Service Delivery and Management	35	40	5
	Mean score	39	43	4

The Budget Execution and Service Delivery Barometer shows a positive picture for the period January to July 2012, compared to the period of July to December 2011. Citizen's Participation and Civic Engagement, Transparency and Accountability and Basic Service Delivery and Management gained positively by 5 percentage points. Despite gaining 3 percentage points for Human Development and 5 points for Basic Service Delivery and Management, their scores indicate that the Government continues to fail in the provision of basic services such as education, health, clean water and sanitation. There was very little improvement in quality of service delivery in the period under review. For instance the agriculture sector was still characterized by late delivery of inputs with instances of corruption in the delivery of inputs. Late payments by FRA had been noted as a major concern by communities and many areas still did not have extension workers. In the health sector, a notable achievement had been the removal of user fees which had significantly increased access to health services. However, this on the other hand had increased congestion in health centres putting a strain on health facilities, the supply of drugs and personnel. The quality of services was noted to have remained poor with inconsistent supply of drugs, particularly in rural areas. The referral system still remained a challenge.

Under the Education sector, materials remained a challenge in all areas. Some areas reported an increase in enrolment and progression due to completion of school construction projects but this was not matched with the required number of teachers.

The water and sanitation services remained generally poor. Major concerns in the period under review were around water quality as in many places this was not being checked and had been attributed to lack of resources.

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

In the period January to June 2012, the creation of space for citizens' participation did not change from what prevailed in the period of July to December 2011. Notable, however, was the new Patriotic Front (PF) government's re-emphasis on decentralization. This however, had largely involved the creation of new districts.

In the period under review the constitution making process also took centre stage with the draft constitution making specific provisions promoting decentralization, though with proposals on governance devolution as opposed to fiscal devolution.

On the other hand, the law guaranteeing freedom of speech seemed to be abused in the period under review, with the opposition political parties being suppressed. The implementation of the public order act also seemed to suppress the opposition, with public rallies and meetings prohibited by the police.

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	45%
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

In the first half of 2012, the PF government appointed a large number of women in key decision making positions, but it was noted that the majority of the key positions in ministries such as Finance, Commerce, Mines and Agriculture were still being held by men. However, government created a new Ministry for Women's Affairs to further strengthen women inclusiveness in development practices. However, the domestication of international protocols relating to and guaranteeing women's rights is yet to be a reality.

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	

1.3 Strengthening the role of civil society in development processes

The government through the Ministry of Finance established dialogue with civil society on the creation of a joint policy dialogue platform on development effectiveness. The joint dialogue process is meant to be an annual event. The creation of this platform by government has created an opportunity for civil society to set an agenda and monitor development with government. The platform also offers civil society an opportunity for more meaningful engagement.

The PF government in the same period held a dialogue meeting between the PF party senior officials and civil society organisations. The meeting established partnership and consensus on issues for development.

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	52%
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

The platform through which a multi-sectoral consultative process can be encouraged is the Sector Advisory Groups (SAGs). Unfortunately, a majority of the SAGs do not meet frequently, some are poorly coordinated and have limited capacity to follow up and influence decisions made in the sector. Some partnership engagements were thus largely left to individual organizations and institutions.

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	41%
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	

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

In the period under review, there were a lot of expectations by citizens on the government in fulfilling what has been promised during the election campaign period. However, this did not really transpire at the local level. The District Commissioners, who are the heads of the districts, remained political appointees and appeared keen to serve the party than meet the people's expectations.

On the other hand, the government celebrated African Civil Service Day and provided space for ordinary citizens to interface with many government departments. The local authorities were also active in advertising land leases and allocations, this provided transparency but also an opportunity for the civil society to interface with local authorities though at a very limited degree.

The gains made, however, are still overshadowed by the lack of a Freedom of Information Act (FOI) which was given little attention by the government. Beyond the FOI Act, there were serious information limitations in rural areas. Additionally, the format of decentralization being promoted (creation of new districts) had not yet provided a supportive environment for citizen engagement.

Score:

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	37%
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	

Summary of Scores for Indicators under the Thematic 1

	<i>Indicator</i>	July – Dec 2011	Jan- June 2012 %
1.1	Formal spaces created for encouraging quality participation	38	45
1.2	Strengthening gender inclusive practices in development processes	23	40
1.3	Strengthening the role of civil society in development process	58	52
1.4	Promoting multi-sectoral partnerships	29	41
1.5	Enhancing participation of civil society in appropriate levels of local government	34	37
Overall Thematic Score (Average of Indicator Scores)		36	43

Thematic 2: Pro-Poor Resource Management and Execution

This thematic area focuses on the prioritization 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

2.1 Proper utilization of pro-poor budgetary resources

The first half of the 2012 was characterised by late disbursement of funds. This compromised service delivery at district level. The implementation of plans was delayed. For example in the agricultural sector, this meant inability by officers to publicize information on marketing. Cotton was one area where farmers faced problems due to the unavailability of agricultural extension staff. However, despite the late disbursement of funds, it was observed that funds were utilised for the intended projects. Some projects that had stalled for some time were revitalised. There was a general view that in addition to late disbursement of funds, the funds were also inadequate.

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	55%
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 Communities and Civil Society Involvement in Budget Management and Execution

Citizen's involvement in management and execution of pro-poor resources was minimal in the period under review. Based on CSPR's budget tracking work, budget information continued to be scarce at all levels of government. However, the Ministry of Finance continued to play a critical role in facilitating citizens' engagement in monitoring how the national budget was being executed by facilitating letters for civil society to be provided with budgetary figures.

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	42%
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	

Summary of Scores for Indicators under the Thematic Area

	<i>Indicator</i>	July – Dec 2011 %	Jan- June 2012 %
2.1	Proper utilization of pro-poor budgetary resources	53	60
2.2	Citizens involvement in management and execution of pro-poor resources	53	60
2.3	Communities and Civil Society Involvement in Budget Management and Execution	38	42
Overall Thematic Area Score (Average of Indicator Scores)		48	54

Thematic 3: 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

The Ministry of Finance has been consistent in making available reports of financial disbursements through the official website of the ministry. However, this information is not usually up to date and access to this information is limited to those with no access to internet services.

The structures at local level are also limited in providing data on available resources to specific programmes or projects. However, there is also a lack of willingness by local authorities to share with the citizens on funds available.

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	43%
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 publication of the disbursements was more visible at national level than in the rural remote areas. The means by which government makes available financial disbursement is still limited. The use of the internet and the media excluded many citizens from scrutinizing the budget releases.

Other means such as community notice boards were in most cases not utilised but in the few instances where notice boards were utilized, very few citizens had access to these.

There are no agreed formats for publishing disbursements and as such information published in some cases does not depict the critical information. This is further compounded by the bottlenecks that exist in information flow at district from the provincial level.

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	44%

	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

There is commitment from government to publish formal contracts and tenders. In the period under review there was some effort to publicize tenders but the processes still remained complex.

The rural areas continue to be disadvantaged in accessing information on contracts and tenders because of poor or non-existent information and communication technology.

The Zambia Public Procurement Authority (ZPPA) website in the period under review was being re-constructed and as such information on most tenders could not be accessed. However, the road sector performed well in making available information to the public on contracts and tenders.

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	41%
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

The Government through the Ministry of Finance provided an opportunity for citizens to submit proposals for tax and non tax revenue. However, the call is limited to tax and non tax revenue and leaves out expenditure aspects.

During the period under review it was also observed that the government did not conduct any consultations on the Medium Term Expenditure Frame work (MTEF), a process which is deemed to be critical in setting the development agenda for the medium term.

Score:

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	37%
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

Monitoring of the implementation of the national budget still remained restricted. Government provided very little space for consultation and critical analysis of the operations and structure of the public financial management systems. Issues of national interest with a bearing on the way the budget was being implemented, such as the constitution making process and the rebasing of the Kwacha, were not given a platform for public debate or critical reflection. However, it was noted that the draft constitution for the country made some progressive provisions regarding the budget law and governance devolution which would allow citizens to engage in the budget performance reviews.

Score:

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	35%
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

Commitment to accountability and transparency in processes is often based on the premise and perception that women are less corrupt than men. The president among other reasons, appointed a number of women, to key decision making positions and created a new Ministry of Women's Affairs. There was increasing concern however that individuals accused of corruption in the former government were not convicted yet. There were also concerns that some of the people sent into the diplomatic service may not have been adequately qualified for the positions while others were convicted and as such not fit to hold Government positions.

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	46%
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	
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3.7 Erring officials penalized for budgetary abuse

The president’s decision to appoint members of the opposition to cabinet was perceived by citizens to contribute to the weakening of dissenting voices and reducing checks and balances. On the other hand, the 2010 Auditor General’s report contains a number of clear cases of financial abuses which have not been prosecuted.

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	

Summary of Scores for indicators under the Thematic Area

	<i>Indicator</i>	July – Dec 2011 %	Jan- June 2012 %
3.1	Sectors publicizing financial disbursements to districts	29	43
3.2	Effective publication of disbursements	34	44
3.3	Accessibility and availability of information to the public on formal publication of contracts and tenders	36	41
3.4	Citizens' involvement in consultations on budget formulation	36	37
3.5	Citizens' involvement in post budgetary reviews	32	35
3.6	Commitment to accountability and transparency in processes	41	46
3.7	Erring officials penalized for budgetary abuse	46	40
Overall Thematic Area Score (Average of Indicator Scores)		36	41

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 Change in quality of service delivery

There was very little improvement in quality of service delivery in the period under review. This was further exacerbated by limitations in monitoring of government programmes. The agriculture sector was still characterized by late delivery of inputs; Farmers bemoaned the reduction in quantities of inputs (Half Packs) introduced in 2010 and which farmers were hoping would be reversed in 2011/2012 farming season. Communities also cited corruption in the delivery of inputs as still ongoing. Late payments by FRA had been noted as a major concern by communities and many areas still did not have extension workers. In some areas the situation had improved slightly as there were some extension workers that have been placed in some areas. Farmers had also hoped to see crop diversification which was not visible in the food security packs or the Farmers Input Support programme.

In the health sector, a notable achievement had been the removal of user fees which had significantly increased access to health services. This had, however, increased congestion in health centres and facilities. Further it was noted that equipment and personnel are not adequate to effectively manage the increase in demand. The quality of services was noted to have remained poor with inconsistency supply of drugs, particularly in rural areas. The referral system still remained a challenge. On a positive side, some communities noted an improvement in timeliness and conduct of staff.

The water and sanitation services remained generally poor. Some communities noted increased access due to the construction of water points. Little progress was noted in sanitation. Major concerns were around water quality as in many places this was not being checked and had been attributed to lack of resources.

Under the Education sector, materials remained a challenge in all areas. There were concerns around pronouncements around basic education which goes up to grade 9. Some areas noted increase in enrolment and progression due to completion of school construction projects but there was unequal disbursement of resources, for example, for school health nutrition Mufumbwe received 30% while Solwezi 205%.

Score:

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	37%
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	

4.2 Reported change in the management of pro poor public services

In 2012, the government made a commitment to increase savings by cutting on some government expenses towards activities such as international trips and workshops. These pronouncements, however were not backed by the revision of the financial regulations which are measures put in place to safe guard public resources.

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	

4.3 Improving Economic and Social Terms of Citizens through Service Delivery

Empowerment programmes such as the Farmers Input Support Programme, Youth Empowerment Fund, and the Food Security Pack, among others did not yield the desired impact in the period under review. The targeting and distribution of the inputs and funds was poor. The youth empowerment fund for example had no clear cut criteria for accessing it. Many youths in CSPR areas of operation, complained about the lack of information on how to access the funds. This also justified suspension of the CEEC on grounds of the lack of transparency.

Programmes that are targeted to empower women in rural areas with farming inputs did not receive much attention. Like other empowerment programmes, the selection criteria seemed to be compromised, as prospective beneficiaries could not qualify to be on the programme.

Score:

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	35%
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	

Summary of Scores for Each Indicator under the Thematic Area

	Indicator	July – Dec 2011 %	Jan- June 2012 %
4.1	Change in quality of service delivery	38	37
4.2	Reported changes in the management of pro poor public services	33	40
4.3	Extent to which Government is sharing responsibility for service delivery	45	49
4.4	Improving economic and social terms of citizens through service delivery	32	35
Overall Thematic Area Score (Average of Indicator Scores)		37	40

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

The government showed commitment to pro poor growth by prioritizing sectors that sought to address the vulnerabilities in society. However, a detailed revision of the 2012 budget indicates that funds targeted for poverty reduction programmes were in some instances misplaced. For example, under the agriculture sector, pro-poor funds were allocated to research and feasibility studies and very little towards irrigation activities, cooperatives, livestock development and extension services.

A review of the 2012 budget indicated an improvement in budgetary allocations towards pro-poor sectors. On one hand the 2012 budget showed commitment to diversifying the economy with funds allocated to go towards efforts to promote growth in the agriculture, tourism and manufacturing sectors. On the other hand, there was an improvement in the funds allocated towards the social sectors but with an insignificant allocation towards social protection. However, despite trends showing some improvements in budgetary allocations to pro-poor sectors, a critical review of the 2012 national budget revealed that most of the resources were allocated to emoluments and allowances which accounted for half of the budgetary allocations. This left a small proportion of the population with access to 50% of the national resources. However, there were efforts to prioritise the remaining resources towards the Education, Health, Agriculture, Local government and housing, which are key sectors to reducing poverty.

The government had attached the highest priority in budgetary allocations to the education, health, housing and agriculture sectors in the period under review. The health sector had received an increased allocation of 45% from the previous budget. Of the K2,579.9 billion allocated to the health sector, K301.7 billion was allocated towards drugs and medical supplies towards under-serviced rural areas. Further the education sector was allocated K4,850.5 billion which was an increase of 27% from the 2011 allocation. Out of that amount, K796.4 billion was set aside for various infrastructure projects including construction of more than 2,000 additional classroom blocks. The Agriculture sector also received an increased allocation of 38% from K1,231.6 billion in 2011 to K1,698.0 billion in 2012. Government further demonstrated its commitment to decentralisation, with increased grants to councils by more than 100%.

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	49%
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	

5.2 Government engaging with citizens on their rights to basic services

Citizens continued to demand for improvements in basic service delivery from their elected officials. The Government responded by increasing salaries for health workers as it was one area affecting service delivery, due to the low morale among the health personnel. Government further responded to calls of improving the housing situation by directing councils to include plans for housing in their grants.

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	

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

The increment and prioritization of public funds to the health and education sectors were noted as government's commitment to targeting women and children. There were general improvements in child and maternal mortality and children environment in schools in the period under review.

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	57%
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

The pace at which the government is promoting opportunities for women and children to access basic services was perceived to be slow by communities involved in monitoring services in CSPR areas of operation. However, the construction of health facilities and classroom blocks provided an opportunity to access these services. On the other hand, water points remain in dilapidated state making mothers walk long distances to look for water. In the urban areas, intermittent supply of water makes children and women leave their homes to look for water. Children even miss school on account of not having water.

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	60%
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

Despite the building of National Assembly Offices in a number of constituencies, very few MPs were present in these offices. This had created a barrier between citizens and their elected officials. In addition, the cost of hosting a Member of Parliament is beyond the means of many civil society organisations and therefore very few CSOs in the period under review had initiated meetings between MPs and the citizens.

In parliament, it was noted that the voice of the party rather than the voice of citizens took center stage. MPs were more accountable to their parties than the general voters. This compromised the ability of MPs to effectively represent their people. Further, those that had ministerial positions were not easily accessible for dialogue on basic rights issues. None

of the media in the period under review reported any MPs holding dialogue with the citizens on basic rights issues.

Score:

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	36%
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	

Summary of Scores for Each Indicator under the Thematic Area

	<i>Indicator</i>	July – Dec 2011 %	Jan- June 2012 %
4.1	Pro-poor commitments in relation to overall budget	37	49
4.2	Government engaging with citizens on their rights to basic services	48	47
4.3	Adequate funds targeted towards women's and children's programmes	55	57
4.4	Equal opportunity for women and children to access basic services	55	60
4.5	Members of parliament promoting access to basic rights	40	36
Overall Thematic Area Score (Average of Indicator Scores)		47	50

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

Based on data collected in the 5 provinces where CSPR operates, there was very little change in people's livelihoods in the period under review. The agriculture sector, which provides the participation of the rural population in the economy, did not provide the expected income due to many factors such as the late delivery of inputs, poor marketing and storage infrastructure, low floor price for maize and weak extension services.

Wages for general workers and those in the civil service such as teachers and nurses remained below the basic needs basket. The adjustment of the minimum wage did not necessarily translate in improved livelihoods. On the other hand, strategies aimed at addressing unemployment such as the Citizens Economic Empowerment Fund had been misappropriated; The Youth Empowerment Fund that received K 12 billion for the youth; and the Business Development Support Programmes under various ministries have not yielded any positive shifts in the livelihood of the people.

Score:

0 -20%	Government does not meet the indicator	
21- 40%	Government minimally meets aspects of the indicator	27%
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 Improvements in access to basic services by poor people

The period under review saw the creation of districts and the revelations of plans to link Zambia through road infrastructure. The Formula One Road works initiated in 2011, helped improve access in 2012. In some places, the roads worked on included roads leading to health centers.

The abolishment of user fees in clinics was also seen as positive a measure in increasing access to health services to all the people. This however, resulted in congestion and lack of privacy in the healthy centers. The shortages of drugs in the clinics continued thereby making people buy their own medication. The education sector also had similar challenges. The high teacher-pupil ratio, limited learning materials were among some of the factors attributed to poor quality of education being delivered in Zambian schools.

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	

6.3 Government's commitment and obligations to human development

Zambia continues to lag behind on the human development index worldwide. The government continues to allocate money that is below the agreed upon regional thresholds. This has made fewer resources available for programmes that enhance human development. The urban areas continue to get a bigger share of the resources thereby increasing the gap between the rural areas and the urban areas.

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	41%
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	

Summary of Scores for Each Indicator under the Thematic Area

	Indicator	July – Dec 2011 %	Jan- June 2012 %
5.1	Change in poor people's livelihoods	26	27
5.2	Improvements in access to basic services by poor people	28	30
5.3	Government's commitment and obligations to human development	36	41
Overall Thematic Area Score (Average of Indicator Scores)		30	33

ACTION PLAN OF RECOMMENDATIONS

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

- The Government needs to speed up the process of decentralization by matching resource allocation and pronouncements. Further, the Government should be consulting stakeholders in the creation or realigning of districts. This would make the process of decentralization more transparent and well understood by the people affected.
- The Freedom of Information Bill needs to be taken to parliament for enactment. This will make it easier for the public to monitor goods and services provided by the government. Processes that ought to be followed will easily be adhered to as there will be transparency.
- Spaces that the Government had put in place for consultation should be taken seriously. The Sector Advisory Groups should be seen as an important space in which to interact with different stakeholders in the delivery of an inclusive development process.
- The Government should make more effort in depoliticizing the civil service. More emphasis should be put on professionalism. Positions such as those held by District Commissioners should be professional. If this is not addressed, the civil service will be creating a pool of job seekers after the change of Government.
- The Government should consider an approach that will focus more on community level information availability; through community radio, schools, and hospitals as well as utilizing the resources of Zambia National Information Services (ZANIS).

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