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## **List of Acronyms**

### **Abbreviations**

CATAD	Centre for Advanced Training in Rural/Agric. Development.
CDF	Constituency Development Fund
CP	Counter Part
DDF	District Development Fund
DDCC	District Development Co-ordinating Committee
ddp/sp	District Development Project/Southern Province
DDSP-WP	District Development Support Project, Western Province
D-WASHE	District Water & Sanitation Health & Education
DA	District Authorities
DPO	District Planning Officer
DSA	District Situational Analysis
FTC	Farmer's Training Centre
GIS	Geographical Information Systems
GO	Government Organisations
GTZ	German Technical Co-operation
LA	Local Authorities
LOGOSP	Local Government Support Programme
MAFF	Ministry of Agriculture, Food and Fisheries
M&E	Monitoring and Evaluation
MoE	Ministry of Education
MLG&H	Ministry of Local Government and Housing
MoH	Ministry of Health
MPU	Micro-Projects Unit
NDCC	National Development Co-ordinating Committee
NGO's	Non-Government Organisations
PDCC	Provincial Development Co-ordinating Committee
PIDEP	Participatory Integrated Development Process
PLGO	Provincial Local Government Officer
PPM	Project Planning Matrix
PPO	Provincial Planning Officer
PPU	Provincial Planning Unit
PRA	Participatory Rural Appraisal
PSRP	Public Service Reform Programme
PSC	Planning Sub-Committee
PWDC	Planning, Works and Development Committee
RDC	Rural Development Committees
RDPP	Regional Development Planning Project
RHC	Rural Health Centre
RIA	Rapid Institutional Analysis
SA	Situational Analysis
SDDP	Strategic District Development Plan
SP	Southern Province
SSMART	Short-simple-meaningful-applicable-realistic-time conscious
ToR	Terms of Reference
V-WASHE	Village Water, Sanitation, Health and Education
YDF	Youth Development Fund
ZOPP	Objectives Oriented Project Planning

# A Concept Paper on Strategic District Development Planning

## 1. Background

Assisting Districts to elaborate development plans is one of the main task of ddp/sp. It was identified by stakeholders as one of the outputs in each of ddp/sp's District Project Planning Reports. In order to assist districts in this field, ddp/sp has undertaken a consultancy study in order to formulate a concept and guidelines for district development planning. The study benefited greatly from the active participation and contributions of District Planning Officers from Siavonga, Mazabuka, Monze, Choma and Kalomo as well as officers from the Ministry of Local Government and Housing (MLG&H), Southern Province Administration HQ, Provincial Planning Unit (PPU) and the Provincial Local Government Officer (PLGO) of Southern Province.

This document is one of several training materials and guidelines prepared by ddp/sp. It is intended to assist in strengthening district level capacities to plan, co-ordinate and implement development activities. It should also serve as a tool for facilitating consensus building on the need for well-co-ordinated multi-sectoral district development strategies.

The 'Core Team' for the study, and its accompanying report, comprised Dr. H. Kellam (Consultancy Team Leader and GTZ/ddp-Kalomo Resident Advisor), Dr. T. Krimmel (MTK-Consulting GmbH), Mr. D. Mbilikita (GTZ/ddp-Monze Advisor) and Mr. W. K. Mwanza (Chief Regional Planner for Southern Province). The study was undertaken during March and April of 1998.

The Terms of Reference (ToR) for this consultancy (Annex 1) and detailed comments to the draft version of all outputs produced have been provided by Dr. B. Schubert, ddp/sp Team Leader.

The Consultancy was supplemented by a draft 'Skeleton' Strategic District Development Plan for Kalomo. Mr. B. Nakaanda, DPO for Kalomo, spearheaded efforts at formulating the draft plan, following the selection of Kalomo as a pilot district.

### **1.1. Consultancy Objectives**

In elaborating on objectives to be achieved by the consultancy, the core team took full account of expectations of the potential users of Strategic District Development Plans. The expectations, as presented during a consultative district planning workshop, were re-formulated in **terms of four main outputs**. These are:

1. A **Concept Paper** on district development planning in the Southern Province that reflects on the previous experiences as well as on specific opportunities and constraints encountered in the Districts has been elaborated (This present document).

2. A **Manual on how to do Strategic District Development Planning** within limited resources and capacities has been elaborated according to the SSMART principle (*short – simple – meaningful – applicable – realistic – time-conscious*) and has been presented in digital form.
3. For testing the proposed procedures as well for becoming a live example for the other districts on how to apply the manual a **‘Skeleton’ Strategic District Development Plan** for one pilot district has been elaborated.
4. An introduction on how to work with these tools has been given in a **workshop-with-training seminar** with all district planners, District Council Secretaries and Town Clerks toward the end of the consultancy.

The accomplishment of these Outputs should then have enabled the respective district officers – with limited external support – to fruitfully apply these tools. This **PURPOSE** can be phrased as follows:

*‘...facilitate participatory Strategic District Development Planning processes for all stakeholders that result in a useful and widely accepted plans within a reasonably short period of time (no more than one year)...’*

The expected **benefits**, or **GOAL** for the above process may thus be summarised as:

*‘..The various implementing agencies and actors in the District increasingly base their development efforts on jointly agreed upon objectives, strategies and area priorities that reflect the needs and aspirations of the local population concerned...’*

When presenting the outputs of the consultancy in the final workshop (Output 4), the reaction of the participants from the extended team were quite positive, if not enthusiastic. But the hierarchy of objectives as described above clearly shows that the success of this whole effort fully depends on the follow-up that needs to come now from the DPOs and the Districts themselves. A nice concept, or manual, is rather worthless if it is not actually applied.

The indicators that show whether or not the efforts made have resulted in a tangible impact were elaborated during the final workshop. It was stated that the implementation of this planning process has to be monitored (basically by the DPOs and, at provincial level, by the Provincial Planning Officer - PPO) by means of clear and comprehensive indicators and targets. The indicators phrased are fully documented in Annexes 9 and 10. They focus on: 1) whether or not the respective districts have indeed produced such a plan within a time period of not more than one year from now (for the purpose), and; 2) to what extent the stakeholders in the Districts really stick to the agreed upon objectives and priorities for District development (for the goal).

In order that the described process of Strategic District Development Planning will work in the Districts, some **complementary supporting activities** need to be done. The Ministry of Housing and Local Government pledged to increase its efforts to get the agreed-upon Counterpart Funds released. This is a prerequisite that the Districts can step up their development efforts in the intended way. The District Planning Units are

the key players to make the Strategic District Development Planning a success. But they are also dependent on the co-operation of the other stakeholders in the District. In order to increase their readiness to support this process, public relations activities directed towards those key players may have to be introduced. These would also have to include the Councillors and traditional leaders in the District. In the same way, the Provincial Planning Unit will have to sensitise the Provincial heads of the sector departments and other important personalities at this level.

## **1.2 Concept Development**

In line with expected outputs listed above the 'core team' undertook several activities during March and April. The activities included:

- 1) Preparation of preliminary draft outlines of the Concept Paper and Manual for Strategic District Development Planning. The drafts were later used as reference material during a consultative district planning workshop for intended users. The workshop was held during 16th-17th March, 1998.
- 2) Assisting Kalomo District Council in testing the Strategic District Development Planning Concept by preparing a 'skeleton plan' The 'Plan' served as an example during the second district planning workshop held on 14th-15th April, 1998.
- 3) Preparation of a draft Strategic District Development Planning Manual. The draft manual was extensively discussed and further elaborated upon during the second workshop.
- 4) Finalisation of both the Concept Paper and the Strategic District Development Planning Manual during 16th-18th April. The two documents were completed and distributed on 8th May 1998.

## **1.3 Expectations of the Users**

A major task of the first workshop was to identify the expectations of intended users of a Strategic District Development Planning Concept and to incorporate them when formulating guidelines. It was agreed then that such guidelines should include their considerations (see Annex 3 regarding users expectations).

The 'core team' also facilitated a forum in which previous efforts and experiences in strategic district development planning in Zambia were reviewed and discussed. Annex 3 outlines the outcomes of the working groups.

The working groups also reviewed the preliminary outline for the Planning Manual. The discussions culminated in some slight changes in the lay out. Some sections were either merged or disaggregated. The working groups then selected a pilot district for testing the applicability of the draft Manual. The choice was based on agreed criteria regarding the achievements of ddp/sp district in district planning.

The core team also looked other experiences for district planning in Zambia. The experiences of LOGOSP, RDPP and DDSP-WP were reviewed in order to incorporate

useful and tested planning methods into the Concept and to avoid duplication of efforts on the following questions: (The results of work groups are summarised in Annex 2)

1. Who needs what kind of plan for what (users)?
2. What capacities are available for producing such a plan?
3. What are the chances for implementing such a plan?

The **second workshop was held** to receive feedback on proceedings of the 'core team' as well to offer practical training on the Manual. The participants this time also included all District Council Secretaries and Town Clerks of the respective districts.

The group discussions concluded the Manual was applicable if DDCCs were active and supported by Council Secretaries and Town Clerks. All agreed the DDCC Workshop is to be sponsored by the Council. But it was stated that the Chairperson for DDCC is not in a position to effectively discipline defaulting members and that Cabinet Circular No. 1 should be backed by a statutory instrument to this end. Moreover, there should be further clarification on the functional membership of the DDCC, i.e. between DDCCs and District Agriculture Committees (DACs), Health Boards and Education Boards. Further discussions centred on the supportive role of the Council Secretaries and Town Clerks as the Chairperson's for DDCC and how and when to involve Councillors and how to set priorities for Reference Zones.

On the 2nd workshop day, participants received computer training on how to operate and input material into the pre-formatted manual. Afterwards, there was an introduction into Geographic Information Systems (GIS) for district planning. Participants were then given the opportunity to recommend solutions for this application in a context which may best fulfil their district planning requirements.

### **1.3.1. Testing of the Planning Manual**

The 'core team collaborated very closely with the Kalomo District Council, and particularly the District Planning Unit (DPU) in elaborating a 'skeleton plan' for the district. It involved data collection, data information analysis and entry into the consultancy's pre-formatted Strategic District Development Planning Manual. The testing culminated in a DDCC Workshop where essential principles of the planning approach were discussed.

Data and information were collected in direct interviews with district heads of key development organisations in Kalomo. Annex 7 summaries the findings for each of the questions posed.

The **one day DDCC Workshop** (fully paid for by the Kalomo District Council) sought to solicit the support and commitment of the DDCC in producing the first Strategic District Development Plan for Kalomo. It was also meant to facilitate consensus on the district's developmental objectives and priorities according to agreed upon reference 'zones'.

## **2. Previous District Planning Efforts**

### **2.1. LOGOSP**

The **Local Government Support Project** (LOGOSP) was a Ministry of Local Government and Housing (MLG&H) Institutional development project, supported by ODA, to assist in the implementation of the 3rd Component of the Public Service Reform Programme (PSRP) to strengthen decentralisation and Local Government. It operated in all the nine provinces of Zambia through the Offices of the Provincial Local Government Officers from February 1995 to June, 1997. LOGOSP's specific aims at the district level were: 1) To assist in institutionalising planning and improve co-ordination mostly through the District Development Co-ordinating Committee (DDCC) and; 2) To assist in training and development of district personnel.

It advocated (but never achieved) decentralised bottom-up development planning at the district level. As to the planning process, LOGOSP promoted the "spiral" process of development planning in which planning is a continuous process. In this process, the district development planning is conceived to be a cyclical one, starting with a situation analysis, an assessment of strengths and weaknesses, problems and opportunities of the district to provide the background for objectives setting, formulation and prioritisation of optional projects and programmes, followed by plan formulation. Implementation follows and this is monitored to ensure satisfactory completion according to the standards and schedules in the plan. Following completion, or at regular intervals during the life of the plan, the plan is evaluated. As a result of the evaluation, the plan may then be renewed.

#### **2.1.1. LOGOSP's Achievements**

Through training workshops supported by LOGOSP, a forum was created which enabled the cross pollination of ideas and experiences: Vertically, between policy makers (Councillors) and implementors (heads of development agencies and departments) and horizontally, among heads of various development agencies and departments at the district level.

Although LOGOSP assisted the five districts to lay a base for the creation of a district data management system, none of the Districts in Southern Province (except for Siavonga) has established any data base. Through the "District Strategic Planning and Management" workshops that LOGOSP conducted, the five districts were able to reach a shared understanding of the major problems of their respective districts which were presented in the form of a "problem tree". They also developed a set of objectives for dealing with the identified problems, presented as an "objectives hierarchy". Unfortunately, these 'Problem and Objective Trees' have no spatial dimension. The quality of these documents does not provide for a use for further planning.

LOGOSP also assisted in the establishment and strengthening of the institutional planning framework through an interpretation of Cabinet Circular No. 1 of 1995, which brought about the decentralised institutional planning framework, namely, DDCC,

PDCC and NDCC. It also equipped the DDCC members with basic planning skills such as project selection criteria. Through the “process” approach, LOGOSP assisted the districts of Kalomo, Choma, Monze and Mazabuka, among other, to realise and appreciate the importance of establishing a district planning office and the subsequent recruitment of qualified planners. RDPP assisted Siavonga in the same way in this regard.

Unfortunately, none of the five ddp/sp districts managed to elaborate a District Development Plan or parts thereof under the assistance of LOGOSP. When LOGOSP wound-up, all planning assistance to the districts came to a halt and the planning activities which had been initiated at district level were discontinued.

### **2.1.2. LOGOSP’s Strengths**

The use of local consultants (Advisors) in the LOGOSP planning assistance, with limited technical backstopping from foreign (international) Consultants was one positive attribute of the LOGOSP approach. Since local consultants are in many cases, equally qualified, but comparatively cheaper than their foreign counterparts This employment can be a relief for the project budget. Another effect is that they are part of the project environment. Also, some reasonable degree of responsibility was given to the local Advisors with regard to defining the project approach and adapting it to situations as they faced them. The use of local consultants also helped to avoid creating dependence on outside technical inputs and gave the whole of the local government strengthening aspect of the Public Service Reform Programme (PSRP) a feeling of local achievement.

### **2.1.3. LOGOSP’s Weaknesses**

LOGOSP aimed to achieve too much in too short period of time and therefore, much of the planning assistance rendered at the district level was rushed through without allowing for the “gestation” period. Due to a number of factors prevalent in the districts as already discussed, much of the assistance provided remained in the “short term”. It required adequate time for the follow-up actions to transform the technical assistance rendered into a “long-term”.

Attempting to cover all the local authorities on limited resources, including time, diluted LOGOSP’s capacity to focus on critical areas. One such critical area is having a sound and ‘tested’ Strategic District Development Planning Concept and Manual. The guidelines LOGOSP offered were exclusively based on ZOPP and SWOT which both have no spatial dimension. They were suitable for project and sector planning, but not for spatial planning per say. Another critical area was that LOGOSP did practically no follow-up after training workshops.

Expecting “districts” by themselves to undertake the various responsibilities that emanated from the planning assistance rendered by LOGOSP was unrealistic. LOGOSP operated from the office of the PLGO, at the provincial level, as such therefore, its follow-up capacity was constrained.



## **2.2. RDPP**

The **Regional Development and Planning Project (RDPP)** which covered Siavonga District from July 1991, to April 1996, (two phases), resulted from the splitting of the Gwembe Integrated District Development Project (GIDDP) based on the 1991 evaluation. RDPP was set up in MLG&H and was supported by GTZ to assist in strengthening the Siavonga district management and planning capabilities in order to create a basis for the formulation and updating of a long term feasible development concept and programme co-ordination.

The RDPP, in its planning approach, envisaged the use of available local resources for the provision of services and basic infrastructure being continuously planned, co-ordinated and implemented in accordance with the identified needs of the people of Siavonga district so that:

1. Development planning and co-ordination capacity in the district administration is strengthened (from plan formulation through to implementation);
2. A district development plan is elaborated;
3. Village/area level planning and development promoted and integrated into district development strategy; and
4. Road improvement and rural water supply maintenance is supported.

RDPP promoted the formulation of a district “Vision” as the guiding principal for the development of Siavonga district. The “Vision” was also based on the “Spiral” concept of planning and comprises nine activities that follow a cyclical process. These interrelated activities are:

1. Data collection
2. Situation analysis
3. Setting the guiding principles
4. Formulation of the “Vision”
5. Formulation of a three year rolling plan
6. Deriving an Annual Action Plan
7. Deriving detailed (inter) sectoral workplans
8. Monitoring and evaluation and
9. Yearly up-dating of plans.

### **2.2.1 RDPP’s Achievements**

RDPP assisted Siavonga District to produce a district profile, titled “An overview of development potentials and constraints in Siavonga District” with basic data and maps for reference. RDPP assisted Siavonga District to come up with development objectives that were to form the basis for the formulation of a district “Vision” or strategic plan by sponsoring a DDCC (intersectoral) planning workshop. Assistance was also rendered with regard to:

1. Recruitment of a Planning Officer and Director of Works for the Council and construction of offices and staff houses;
2. Setting-up and operationalising the DDCC prior to Cabinet Office Circular No. 1 of 1995, and various inter-departmental sector committees, such as the District Water, Sanitation and Health Education (D-WASHE) committee; and
3. In collaboration with research and technical institutes in Zambia and Zimbabwe, RDPP assisted Siavonga District to set up and operationalise the GIS.

However, the RDPP initiated planning process in Siavonga stopped at stage 4 (Vision). A District Development Plan has never been formulated. There was also little development planning at village level. The main reason for low impact of RDPP in the field of District and Community level planning is similar to the situation in LOGOSP: Lack of a professionally sound concept with little useful guidelines or manual being provided.

### **2.3. DDSP-WP**

The **District Development Support Programme, Western Province** (DDSP-WP) is a Dutch Government sponsored project with similar principles and methodology as ddp/sp's<sup>1</sup>. It began in 1990 and included a number of districts (including sub-district levels) and is presently in a phasing out stage. DDSP-WP assisted districts to produce District Development Plans, Sector Work Plans, Annual District Policy Plans and Sub-District Plans.

DDSP-WP's focus was on getting the **DDCC's and their Sub-Committees operationing and establishing linkages with the local communities** through the establishment of sub-district DDCC's where their members were elected by the communities. DDSP-WP also co-ordinated with the LOGOSP Programme. The main lessons which can be learned for the concept for district development planning in Southern Province are summarised below.<sup>2</sup>

Once a planning concept has been adopted, it is important that **skilled facilitators are carrying the people through the process** and that the people in the district are gradually trained in these planning techniques. Much of this process is dependent on available skills, attitudes and motivation.

**Decentralised and participatory development planning is possible even before national policies** on decentralisation have been formulated and formalised. Decentralisation is about 'taking responsibility' rather than 'being given responsibility'.

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<sup>1</sup> See W. Colenbrander draft paper on decentralised planning in Zambia, the Western Province experience.

<sup>2</sup> Summary and interpretation from Colenbrander's presentation at the ddp/sp (Kafue) March workshop.

The **gap between the decentralised functions and the transfer of matching funds** at the district level is great and presents major problems to overcome when assisting in district planning. When donors bring in resources to fill this gap it can lead to donor dependency as well as suppression of other potential sources of government funding. To avoid this situation, projects such as ddp/sp should try and develop the capacity of district and community based resources to identify and tap a range of potential sources of funding which includes the private sector.

There must be a healthy **balance between planning and implementation** so that planning capacity can be improved through feedback from implementation. In this respect, the learning and doing process defined the most appropriate methods through trial and error rather than trying to first pre-define approaches.

Development planning should start **with setting development priorities by target groups** at the district (DDCC) and sub-district (Community Committees, i.e. Ward and Village Development Committees) level. After key advice is provided, institutional and management aspects of development can be tailored to the specific development needs of a district. This means that type/composition of DDCC sub-committees should reflect the development priorities of the communities in districts.

Sector Investment Programmes have improved funding flow, sector planning and management capacities at the districts. However, sector resource allocations tend to suppress the willingness to co-ordinate with other sectors particularly when it comes to **co-ordination by the DDCC's and their sub-committees**. Where and how these can be co-ordinated so as to compliment each other should be a primary focus.

At all times, DDCC's and their sub-committees should play a central role in development planning and management. **DDCC's cannot function properly without functional DDCC sub-committees and visa-versa**. DDCC's are adaptable to changing environments and are the most appropriate entry points for a facilitating role by donor organisations.

Medium-term **District Development Plans should be policy documents** and should reflect the baseline situation at the start of the plan. Such documents are guidelines for annual work plans of various development organisations in the district and form a framework to balance sectoral priorities with district and national priorities.

### **3. Context of District Development Planning**

#### ***3.1. Transition of Decentralised Planning in Zambia***

Zambia's efforts at decentralisation of planning functions date back to 1965 when local authorities were created under the **Local Government Act**. These comprised Municipal, Township and Rural Councils. The Act empowered the three authorities to: 1) Carry out development; 2) Provide services and infrastructure and; 3) Raise revenue through local levies and loans.

During the same period, Provincial and District Development Committees were established but remained ineffective as co-ordinating agencies. This was mainly because the local authorities were still denied control over budgets. This had remained centralised. Consequently, Councils could not effectively execute their newly assigned role as developmental and co-ordinating agencies at the local level. They also lacked statutory powers with which to enforce their decisions on members.

Although the **merger in 1978**, of the Ministry of Provincial Administrations and that of Local Government, introduced more authority and autonomy in decision making at the Provincial level, it did not eliminate some structural shortcomings at the District level. These included:

1. Over-centralisation of decision making powers at Sector Ministry level, i.e. policy, programme and funding were controlled from central level.
2. Lack of co-ordination, i.e. dual allegiance by Provincial and District heads of developmental agencies as well as a tendency for an isolated approach denied districts a team approach to co-ordination of developmental efforts.
3. Limited technical capacities and lack of finance for developmental activities hampered implementation.

Further efforts at decentralisation were made through the **Third National Development Plan-TNDP (1978-1983)**. The TNDP advocated policies that fostered 'devolution' and 'deconcentration'. What seems to have been intended at that time was a transfer of some powers and responsibilities from the Centre (Lusaka) to Provincial Headquarters. Although the policies neither strengthened local authorities nor streamlined the functional relations between them and Central Government, it nevertheless improved through transfers, the quality of personnel at district level, hence capacity building at the field level.

The **Local Government Administration Act of 1980** introduced more profound reforms which aimed at:

1. Re-organisation of formal government structures to make the districts the focal point of transformation, as the main centres for socio-economic and political action.
2. Stressing 'participation' as an essential element for the success of new development policies of the Party and Government. It was thus intended that the DAs needed a radical change if the objective of creating a strong, effective and development oriented 'district government' was to be accomplished.
3. Ensuring that the 'ideal' district administration should be one whose clear chain of command could be easily identified; one within which authority would be vested in clearly defined positions whose occupants should be conferred with sufficient legal powers to carry out their responsibilities well, and whose co-ordination of policy and implementation could be achieved quickly and effectively without overlap.

Subsequently, **District Councils were established throughout Zambia**. As the only government bodies at the district level, Councils were conferred increased powers. These included:

1. Statutory authority over the affairs of the district. The whole district administration were to be answerable to the Council whose decisions on district affairs would be final and binding (except in matters of 'national importance').
2. Deciding policy and formulating by-laws and regulations for the efficient and effective running of local government.
3. **Approving district social, economic and political plans** and deciding upon district proposals for national development.
4. Authorising the district annual budget.
5. Deciding and approving personnel policy and ratifying senior district appointments.
6. Exercising overall supervision over all spheres of district development.
7. Maintaining law and order and ensuring national security.

Additionally, Provincial Planning Units (PPUs) were established throughout Zambia. Some District Planning Units (DPUs) were also set-up in some areas. The PPU's were intended to increase and improve capacities for planning and decision-making at the provincial level. Despite these early efforts at decentralisation, very little was done to develop a concept for district level planning until the 1990s.

Presently, the **Provincial Development Co-ordinating Committees (PDCCs) and the District Development Co-ordinating Committees (DDCCs) constitute the institutional framework for planning and co-ordinating developmental** efforts at district and provincial levels. These were established through Cabinet Circular No. 1 of 1995 as part of component three of the Public Service Reform Programme (PSRP). This was also in conformity with the current government's conviction on the importance of effective and responsive local governance in the democratisation process. Two of the objectives of component three of the PSRP are:

1. To institutionalise strategic development planning and improve co-ordination between Ministries, line departments and local authorities at the district level through DDCC's;
2. To introduce national, provincial and district level institutions to improve co-ordination of development and programme planning, implementation and monitoring, and to improve sensitivity to local needs and opportunities.

During **1997, a Draft Decentralisation Policy** was formulated. The policy seeks, among other things, to redress the short-comings of previous legislation by ensuring that PDCCs and DDCCs are legally empowered and that institutional and administrative linkages are clearly delineated. Furthermore, the policy, once passed will confer upon districts increasing power over budgeting matters and decisions making. It is expected that the policy may be adopted sometime late in 1998.

### **3.2. District Plan's Validity**

With regard to the **name of the plan** to be developed, it is proposed to call it a **District Strategic Development Plan**. This is not as static as a 'framework plan', but shows the dynamism of the intended development. The word 'strategic' also implies that it just sets the basic parameters for district development, but not the details of a binding Local Plan as outlined in the Town and Country Planning Act where exact Zones for land development and land use are to be delineated. Therefore, budgeting and phasing of implementation also does not need to be included.

With regard to **funding** for local level development, one needs to differentiate between discretionary and non-discretionary funds. Only the use of the discretionary funds can be determined by the DDCC, whereas the non-discretionary funds are under the control of line departments.

**Budgets** need to be set up yearly and can therefore be included in an Annual Plan. The same applies for the annual reporting by the implementing agencies.

From a legal point of view, **enforcement** is only possible with regard to land use, as long as it is clearly defined in a local plan. The Town and Country Planning Act automatically refers to state land. Enforcement for land use is only possible if there is a better Structural Plan that has been agreed and legalised by the various levels as indicated in the act. This does not apply for a strategic plan which therefore can only provide guidance and facilitation.

Nevertheless, in accordance with the Act, the **approval for a strategic plan** must also be given by: 1) District Council; 2) Provincial Planning Authorities, and; 3) Ministry (Director). So, for a strategic plan, with recommendations for development priorities, there must also be the provision that it is first approved by the District Council, just like a structure plan containing binding regulations.

The **role of the Province** is coordination, guidance, and supervision of district level planning with district level planning. Although the decentralisation policy is not fully formulated and enacted yet, it is possible that the role of the Province may change based upon the anticipated re-structuring of the Provincial Administration. There is the discussion of introducing 'Regions' that may encompass more than one Province.

### **3.3. The Framework for Planning**

The process of formulating a District Strategies Development Plan should take full account of the existing legal and institutional frameworks. In this way legitimacy is re-secured while consistency with provincial, and national requirements may also be assured.

The present institutional set up, as it affects development planning at district level, comprises five major players. These are:

- Ministry of Finance and Economic Development (MoFED)
- Ministry of Local Government and Housing (MLG&H)
- Provincial Administration (SPPA)
- Provincial Development Co-ordinating Committee (PDCCs); and
- District Development Co-ordinating Committees (DDCCs).

The MoFED affects district development planning indirectly through various policies and procedures on budgeting. These have to be adhered to by all sector Ministries, Provincial Administrations and line departments. The policies relate to national priorities, strategies and programmes. It is a requirement that only budgeting request that are consistent with stated policies and are submitted in accordance with set procedures, as per MoFED circulars, should be considered. The Ministry also sets budgetary ceilings at sectoral level. With the active involvement of Sector Planning Teams (STPs), the ceilings are allocated to sector and sub - sector programmes. Ministries and provinces are then invited to bid for shares within the set amounts. The bids take the form of requests for funding to meet personal emoluments, recurrent departmental charges (RDCs) and capital expenditures, as outlined in annual work plans.

In addition, MoFED 's influences extend to the implementation phase. The Ministry determines the level and timing of funding releases, depending on the availability of resources from both domestic and external sources.

### **3.3.1. MLG&H**

The **Ministry of Local Government and Housing** (MLG&H) is the executing organ for the decentralised planning approaches being pursued by government. The Ministry, like all other sector Ministries, is also subject to policies and budgeting procedures of MoFED. It however shares special direct relations with local authorities. This is partly through appointing powers over Chief Executives of local authorities as well as the facultative role it plays in conveying requests for financial support (grants) from Central Government. It also guides and co-ordinates policy development at local levels.

It should be noted that as part of the third component of the on-going Public Service Reform Programme (PSRP) the Department of Physical Planning has been restructured through integration with Regional Planning. The latter used to be part of the former National Commission for Development Planning (NCDP) in the Office of the President. The integration is meant to strengthen capacities in the ministry (MLG&H) and to enable it to harmonise the co-ordination of both physical as well as socio-economic development in the regions. It also means that both Provincial Planning Units (PPUs) and District Planning Units (DPUs) are now linked directly with the MLG&H. In this way, functional relations, especially on matters of strategic planning, are being enhanced at all three (district, provincial and national) levels.

### **3.3.2. SPPA**

The **Southern Province Provincial Administration** (SPPA) is currently the overall representative of Central government in the Province. Its portfolio functions include

responsibility for provincial and district boundaries. The Office also supervises and facilitates operations of all government institutions in the province.

Furthermore, SPPA is also responsible for overseeing the effective implementation of government policies and development programmes in the province. This includes the establishment and functioning of the PDCC and DDCCs. The Office provides the Secretariat (PPU) to the PDCC. It is thus mainly through execution of PDCC functions that SPPA assists the districts in strategic development planning. It also provides relevant guidelines and formats and extends technical support in form of consultancies (at no charge) to DDCCs.

Additionally, SPPA is responsible for facilitating the preparation of annual budgetary estimates for most line departments in the province. The process involves participatory consultations during which consensus is reached on priority concerns, strategies and programmes at provincial as well as sector levels. During such consultations chief executives of Local Authorities are invited to participate and offer district inputs.

Once priorities and strategies have been agreed upon, programmes and their associated projects/activities are then identified and assigned to various agencies (line departments, Local Authorities and NGOs) for financing. This stage pre-supposes that districts have already agreed on priorities and that the same are being conveyed by the DDCC Chairpersons. In this respect, SPPA is represented as an ex-official at all DDCC meetings.

### **3.3.3. PDCC**

The **Provincial Development Co-ordinating Committee** (PDCC) is chaired and serviced by (secretariat) SPPA. The PDCC was established through the same Cabinet Circular as the DDCCs. It provides links to district and national levels.

In principle, the PDCC is responsible for preparing, issuing and elaborating guidelines for development planning at district and sub-district levels. In practice, the guidelines, however, the guidelines are not yet complete. Besides, there are sharp contrasts in technical, financial and other resource capacities at district level. This affects adoption rates for the guidelines. This situation has not been helped much either by the absence of a clear policy and legal backing for enforcement of the same. Consequently, the documents, when available, only serve as suggestive.

It is envisaged that the decentralisation policy, once enacted into law, will among other things, directly address issues of functional linkages and co-ordinative powers, including adherence to guidelines from the PDCC. Until then, persuasion, mutual co-operation and good will has to prevail. DDCCs are thus encouraged to relate very closely with the PDCC. Besides regular meetings, much more collaboration should occur at sectoral level. This enables technical inputs from sector specialists at the province and also improves the quality of the plan.

The PDCC's main input into district planning is in the form of advice on provincial, national as well as sector policies, priorities and strategies. There is a need to also



ensure that plans incorporate concerns and views of primary target groups at area or community levels.

### **3.3.4. DDCC**

The **District Development Co-ordinating Committees** (DDCCs) were instituted via Cabinet Circular No. 1 of 1995 as part of component three of the on-going Public Service Reform Programme (PSRP). The DDCCs are intended as technical bodies whose main aim is to promote a multi-disciplinary team approach to the planning and co-ordination of developmental efforts at the district level. (see Annex 5 for ToR of DDCC sub-committees) The main objectives of the DDCC are:

1. Facilitating a consultative forum for key stakeholders on priority development issues and subsequent formulation and annual reviews of medium-term development strategies; and
2. Promotion of participatory and integrated approaches to development planning and co-ordination.

Two of several functions assigned to DDCCs are the formation and implementation of a District Plan as well as guiding line government departments in preparing and submitting annual budgetary requests.

Annex 6 illustrates how the institutional structures for development planning are linked between the PDCC and DDCC and suggests how concerns from the community level could be incorporated:

## **4. Practical Aspects**

### **4.1. Requirements for Applicability**

#### **4.1.1. General Requirements**

Out the previous experiences with different kinds of support to District planning in the country, the one most important conclusion was to emphasise finding out what users actually need (and are willing to apply), not what the “planners” think they might need. In this respect, it is important to come to the understanding that there cannot be a distinction between “users” and “planners”. The “users” (sector agencies, NGOs, private sector) usually produce their own plans and have the means to implement these. They do not rely on the District authorities to do this. Without authority on budget or legal provisions, the District “planners” have no choice but to concentrate on providing professional planning advise and to co-ordinate the planning of the “users” in a way that follows overall priorities. **The only choice to make “users” comply with these is to involve them all in the discussion process that leads to a joint agreement on such priorities.** Therefore, it is not enough to get the approval to the planning process only from the District authorities, but also to have it approved by all stakeholders/ implementing agencies. Also, one needs to get their explicit commitment

to stick to the jointly agreed-upon plan and to regularly provide/exchange information on the state of implementation.

The previous experiences also show that it is difficult to wait until all information and planning documents have been gathered before one can finally produce “the Plan”. Most often, the early efforts got stuck when trying to collect the information on a district profile or a situation and problem analysis for the District. Even if objectives trees were derived out of these, they were most often just kept in drawers without drawing concrete conclusions for priority objectives for District development. With respect to this experience it was felt necessary to suggest, **not to wait until everything necessary for having an “ideal” plan is available, but to start working with a preliminary planning document.** It was therefore first suggested to keep the plan as an open folder that allows for constant updating and amendment. This early idea, however, was rejected by the DPOs in the workshop at the beginning of the consultancy. The planners emphasised that they would indeed need a document that can easily be reproduced and distributed and that reflects the state of district planning that is valid at least for a certain period of time. The compromise found resulted in the suggestion to keep on working on the plan, but to have certain fixed dates (typically at the end of each year or beginning of a new year) when an updated version of the plan is to be issued.

In the absence of a budget for implementation, the only difference between a District Plan and the simple collection of individual sector and project plans is the spatial dimension and cross-reference between the individual plans. **The planning process must therefore be started by agreeing on a basic set of reference zones for each district which are to be applied for planning and reporting of all stakeholders/ implementing agencies in the district.** One task of the DPO in this respect could be to facilitate the work of all agencies with maps which in the beginning may even be simple, hand-drawn sketch maps. In this way, he/she could earn the appreciation of the other stakeholders who may not have own capacities to produce their sector-relevant information and activities on maps but whose tasks would be substantially facilitated by having such maps. This is when the introduction of simple GIS applications in the DPO offices starts making sense.

#### **4.1.2. Manual Requirements**

One major task of this consultancy was to produce a manual that takes the above mentioned general principles into consideration. Apart from these, some more concrete principles had to be established in order to fulfil the requirement that District Development Planning should become a feasible task that can in fact be achieved with the limited means of a District Planning Office.

Besides recommending the SMART-principle for the district plans, the manual itself needs to be kept S-SMART (short – simple – meaningful – applicable – realistic – time-conscious) in order to meet this requirement. Otherwise, it will not serve its purpose. The whole planning process itself needs to be defined in a way that is not dependent on abundant resources.

In order to provide for a participatory and bottom-up approach, the manual had to define links with results of PRA, PID, and other local level mechanisms for priority setting. Proposals on agreeable mechanisms on how the results of local level priority setting are accepted by implementing agencies as a guidance for sector plans and individual project plans needed to be elaborated. Some general principles and ideas for this are discussed later in this concept paper.

In order to produce tangible results within a limited period of time, a time-frame that does not exceed one year had to be set. This time-frame had to be elaborated individually for all the participating Districts. In this time-frame that is to be shown at the beginning of the manual, clear milestones for every step were to be defined.

Finally, as the ToR stipulated, elements that ensure that poverty-orientation, environmental and gender issues are taken into consideration are to be included.

## **4.2. Village Data Bank and GIS**

**Geographical Information Systems** (GIS) is a catch word that fascinates most planners. While concentrating on this technique, they may, however, lose touch with their real tasks. This is a danger that one has to be aware of and that needs to be taken into consideration, especially when talking about an S-SMART District Planning process. Nevertheless, provisions exist in Zambia that forbade to neglect GIS as the powerful tool for District Development Planning that, indeed, it is.

The number one prerequisite for using GIS, e.g. the facilities that are set up in Siavonga and that could be used for the benefit of the other districts, is the introduction of a village data bank in each district that uses unique village codes. The establishment of such a data base does not require extensive primary data collection since most of the information compiled by the stakeholders in the district anyway uses location names. The only difference would be that these locational references should stick to a common coding system that would allow to let them be displayed by means of a GIS.

So far, the digitising work that has been accomplished by the Siavonga unit has introduced a peculiar RDPP-coding system that is unique in the country and does not correspond to a national coding system that most likely has already been introduced by the institutions concerned. For the time being, these RDPP-codes could be applied since it does not require any additional work to use the base maps that could be produced on the information basis available. Nevertheless, a future expansion of the Siavonga services as well as - in order to stay compatible with national efforts in this respect - the continuation of the district GIS-operations may require to change the coding to a national standard. This is a substantial initial investment that, however, may prove useful in the long run.

Apart from Siavonga, the information items for the other districts of Southern Province is quite limited. Nevertheless, it was found to be sufficient to produce simple base maps. This could be done on the basis of the Atlas-Dos files stored in the GIS-computer of the Siavonga Unit.

The idea for future District Planning is to have such base maps available in Siavonga and given as hard copies and as Bitmap files (possibly stored in a Winword-document) to the other Districts. Apart from this, reference files in dBase IV format that include the names of all the villages in the Districts, including unique village codes and their X- and Y-Values (geographical location reference) have been provided to the districts. The districts can now start working on these base maps with a little start-up training included.

As long as every village in the district, with the development efforts taking place there gets recorded in the system, the Siavonga unit could use this as a tool to visualise the resulting spatial effects by means of thematic maps.

The Districts may add whatever statistical data and information they have and which they would like to have displayed in a map to the dBase-file as additional variables. This file is then to be sent back to Siavonga with a request to produce a thematic map with these statistics.<sup>3</sup> This should be possible within a relatively short period of time and effort, and, hence, should not be very expensive for the Districts, still allowing the Siavonga Unit to provide commercial (i.e. remunerated) GIS services to others. The results (thematic maps) would then be sent back again as Bitmap files (possibly stored in a Winword-document), so that the Districts can print these and work with the software they are used to, without having to work on the GIS by themselves.

In this respect, the detailed analysis of Mumbuna/Sitwala/Bebe on information and data management requirements of the Districts and the potentials and weaknesses of this unit are very enlightening. The suggestions made here take the results of this study into consideration, when recommending a simple link of data collection and processing in the Districts with (limited) digitising and production of GIS-maps against fees by the Siavonga GIS-Unit.<sup>4</sup> A rough calculation based on the current pricing policy of Siavonga resulted in an estimate of about 300.000 Kwacha per District that needs to be earmarked if GIS services are to be used. This includes the following services:

1. Digitising of the Ward boundaries;
2. Update of the village list to be used for the respective District under a standard coding system;
3. Finalising and printing of Base Maps including the newly defined Reference Zones (the calculation was based on three A4-copies, one A3 copy, and the storage of the map as a bitmap-file on diskette for further use with ordinary word-processing software);
4. About ten thematic maps with two A4-printouts each, possibly also forwarded in digital form as a bitmap-file.

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<sup>3</sup> During the consultancy, this was tried by making use of the available E-Mail services in Zambia which would be in future the easiest way of sharing digital information. Unfortunately, the experiences with this modern medium for data exchange with the districts proved to be quite tedious and cumbersome so that at least initially more traditional ways of data exchange, i.e. by means of computer diskettes, may have to be used.

<sup>4</sup> Mumbuna, M./Sitwala, K./Bebe, A. 1998: Concepts and Operational Guidelines for a District Data/Information Management System in Zambia – Based on Experiences in Siavonga District, Southern Province, ddp/sp, February 1998

For the time being, this was found the easiest solution that makes use of what is available and that does not require a lot of resources. Preliminary base maps for the three districts, Choma, Monze and Mazabuka could be produced during the time of the work of the consultancy, i.e. before April 18, 1998, and were handed over to the district representatives.

A prerequisite for displaying thematic maps with village-related information, however, is that the **Districts start to build up a comprehensive list of villages by wards and chiefs' areas**. As a first step, this list has to be agreed upon by all stakeholders involved in the District Planning process. The next step is to collect a basic set of information on each of these villages. This can be done by means of simple village profile forms that need to be filled-in by the field workers of all participating agencies whenever they go to visit a certain village. Subsequently, the filled-in forms have to be forwarded to the DPO office where they are collected and stored in a simple village data bank. An example for such a form is attached in the Manual. It can be used - if agreeable – or amended to the specific needs of the respective district.

### **4.3. ZOPP**

In the traditional way, **Objective Oriented Project Planning** (ZOPP) with a Project Planning Matrix as its core element, or Logical Framework as it has been introduced by LOGOSP, is not a suitable instrument for Strategic District Development Planning. It needs some amendments, or rather a specific way to apply it, in order to become this powerful tool that it has become for project planning.

Typically, ZOPP is an approach that fits relatively well to sector or project planning, but gets blurred, the more complex the subject, to which it is referring to, is. Planning for a whole District in this way is not very clear and straight forward which normally is the one most prominent feature of this approach.

It is therefore strongly recommended that the individual institutions keep on producing their own PPM. These PPM can and should be included into the District Plan, as long as they stick to the spatial dimension that is the essential element of District Planning. This can be achieved through the indicators. These have always to be disaggregated by the reference zones agreed upon. By doing so, the most essential element of district planning, the spatial dimension, has been introduced in the sector planning. Then, the targeting can be done by every institution and can easily be verified if sticking to the principles laid down in the District Plan.

Of course, it cannot be assumed that the existing PPM or LogFrames already fulfil these requirements. For the time being, one has to live with the shortcomings of the existing planning documents. Some guidelines for how to improve the quality of these Matrixes, including an example of an adapted D-WASHE LogFrame, are given in the Manual. Step by step, the LogFrames of the stakeholders in the Districts have to be upgraded to meet these standards. For this, it would be very helpful if ddp/sp could provide some training for the DPOs to act as ZOPP/LogFrame resource persons in the Districts who could help the other institutions to improve the quality of their plans. At

the same time, this could serve to upgrading these to the standards required for a meaningful Strategic District Development Plan.

#### **4.4. Integrating Local Level Prioritisation**

The main purpose of district level development planning is to ensure that the communities and community groups in the districts are served by the district organisations in a **demand-oriented, co-ordinated and effective way**. In order to achieve a bottom-up and at the same time decentralised planning and development process, the priorities at grass-root level have to be seen as the focal points of district development planning.<sup>5</sup> If the concepts of ownership, sustainability, and “putting the communities in the driver seat” are taken seriously, then the objective is not that the district organisations involve the communities in planning and implementing development activities. What is aimed at is that the communities involve the organisations and that the organisations strive to be ready for getting involved to meet community requests.

Within the framework of LOGOSP, a consultancy had been made by Development Administration Group, School of Public Policy, University of Birmingham on “Community Participation in Development Planning and Local Governance”.<sup>6</sup> Although some very important ideas and suggestions were presented, this paper was very much concerned with the national level, i.e. the Ministry of Local Government and Housing, to which it ascribed a key role in negotiating with other key line Ministries new leeway’s for local level funding and budgeting.

With regard to Strategic Planning at the District level, and on how participatory elements are to be incorporated there in a systematic way, however, it remained sketchy (p. 11). It is maintained that strategic planning is already being practised through the DDCCs, and would just need to be strengthened further by including methods such as ZOPP or SWOT. In addition, „lower than sub-district level planning exercises using methods like rapid rural and urban appraisal should also feed into this process“. How this is to be achieved was - besides by a reference to PRA exercises at village or ward level or through sub-DDCCs, however, not elaborated in an operational way (p.17).

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<sup>5</sup> Although explicitly aiming at providing practical suggestions, a LOGOSP consultancy (Development Administration Group, School of Public Policy, University of Birmingham, 1996: „Community Participation in Development Planning and Local Governance“, LOGOSP, Lusaka, August 1996) remained sketchy on how participatory elements are to be incorporated into Strategic Planning at the District level in a systematic way. It is maintained that strategic planning is already being practiced through the DDCCs, and would just need to be strengthened further by including methods such as ZOPP or SWOT. In addition, „lower than sub-district level planning exercises using methods like rapid rural and urban appraisal should also feed into this process“. How this is to be achieved was, - besides by a reference to PRA exercises at village or ward level or through sub-DDCCs - however, not elaborated in an operational way (p.17).

<sup>6</sup> Development Administration Group, School of Public Policy, University of Birmingham, 1996: „Community Participation in Development Planning and Local Governance“, LOGOSP, Lusaka, August 1996

Under the **Agricultural Sector Investment Programme** some guidelines for decentralised planning activities at District level are being discussed. As elaborated so far, they are very detailed and would require a substantial effort from the agricultural officers to do virtually all steps that are required for a relatively sophisticated District Development Plan (in a way as we did not dare to propose it), including fairly detailed PRAs. However, neither at District, nor at Provincial level this paper was not even known and prospects for application in the way as proposed there seem to be modest. With the assistance of GTZ-support to ASIP in the Southern Province, a Gender and Participation Orientated Extension Approach is being advocated that also includes a relatively extensive participatory work at the village level, even accompanied by the possibility of supporting the implementation of local level development priorities by means of an open and flexible fund. With view to the importance of the sectors in the districts, its relatively good budget situation and its staff presence in the field, it would be highly advantageous if these attempts could be co-ordinated and combined with the Strategic District Development Planning efforts.

A relatively concrete example for how to apply participatory methods for generating local level development priorities was given in the **PIDEP** approach that was elaborated and tested in great detail for the District of Kalomo<sup>7</sup> – this fact being one reason why this District was considered as a particularly suitable example for District planning in the Southern Province. The starting point for PIDEP was also the argument that the more traditional PRA approach was felt too costly and too resource consuming for being a practical planning approach for development efforts that aim at covering larger areas. The suggestion resulting therefrom was to work with flexible, and often simpler and easier modules for local level planning support. Nevertheless, the CATAD team itself estimated the capacity of the District planners as possibly only covering six to seven villages in this way per year during the dry season. With view to budget cuts and severe delays of counterpart funds, it seems that in order to achieve the intended dissemination of the PIDEP elements, the approach needs to be scaled down to manageable and acceptable levels.<sup>8</sup> This seems also to be a prerequisite to include local level results into the planning process at District level.

Despite this claim, the examples presented also involved so-called village action fora that lasted almost one week, during which a facilitator team of about 10 facilitators from the District (not including the CATAD observers) stayed within one village which was extensively covered. The CATAD team itself estimated the capacity of the District planners as possibly covering six to seven villages in this way per year during the dry season.

The considerable effort involved, in connection with severe budget cuts, has contributed to a growing reluctance of the District planners to follow this approach as suggested by the CATAD team. It seems that in order to achieve the intended dissemination of the PIDEP elements, the approach needs to be scaled down to

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<sup>7</sup> Berg, C., et al., 1998: Introduction of a Participatory and Integrated Development Process (PIDEP) in Kalomo District, Zambia, = Schriftenreihe des Seminars für ländliche Entwicklung (CATAD), Berlin, Nr. S 176

<sup>8</sup> Cf., e.g., A. Engel: ddp/sp Project Visit Report, February 1998: 3

manageable and acceptable levels.<sup>9</sup> This seems also to be a prerequisite to include local level results into the planning process at District level.

The most promising part of the PIDEP proposal is the module aspect that has been developed and from which individual modules can be taken and employed. Each of these modules has been tested and training material on how to do this at village level has been elaborated. This valuable material can now be employed to put a scaled-down PIDEP into practice.

With view to these opportunities and experiences, district level development planning should, **in practical terms**, be linked to community level priority setting and planning in **five ways**:

1. When defining development objectives for the different reference zones of a district, these objectives should take the felt needs, problems, constraints, and priorities as seen by the communities into account. The tool to achieve this are the "**Village Priority Formats**"<sup>10</sup> which contain the information collected by officers from different organisations in as many communities as possible. The information contained in the Village Priority Formats have to be aggregated by the District Planning Unit (DPU). This can be done by using the Summary Format that is presented in the Manual. The aggregated data on village level development priorities will help the DDCC to formulate development objectives which reflect the perspective of the communities in the respective zones.
2. Community level planning should not be directed, initiated, or scheduled from the district level. District level organisations should, however, be prepared to **facilitate community level planning activities on request**. Such requests should be channelled to the DPU which should link the requesting communities with such organisations which are able to give technical advise or to conduct a problem-solving dialogue or offer a PRA/PID workshop, depending on the needs of the community. Planning assistance to the communities given on request requires facilitation capacities (facilitators, allowances, transport) to be provided by GOs and NGOs. It also requires capacities at the DPU for the co-ordination and linking tasks. In order to have such capacities for community requested facilitation activities available, the Strategic District Development Plan and the individual plans of GOs and NGOs should include objectives and activities which aim at building up community planning and development facilitation capacities. ddp/sp is assisting (on request) in building-up such capacities by providing training and consultancies to the districts.
3. When communities conduct PRA/PID activities in order to analyse their potential and constraints, set priorities and plan self-help-projects, they generate valuable information. This information should not only be used by the respective community, but should also be channelled back to the district level. This will enlarge the data base available for Strategic District Development Planning. The **flow of information from community level PRA/PID activity reports** should be directed to and processed by the DPU. It can be aggregated for presentation to the DDCC in

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<sup>9</sup> Cf., e.g., A. Engel: ddp/sp Project Visit Report, February 1998: 3

<sup>10</sup> See "Manual"



the same form (Manual) which is already used for the data generated through the Village Priority Formats.

4. In order to co-finance self-help projects planned by communities, the DDCC has to **solicit discretionary funds** or link the communities to such agents or programmes which provide funds for demand-driven community level projects. The Strategic District Development Plan has to play a double role with regard to funding: First, it should provide information on which funds have been made available for community projects by which funding sources in the past. Second, the Strategic District Development Plan can be used to solicit for community level project funds. It will inform funding agencies that the district has capacities in place for absorbing such funds in a demand-driven, co-ordinated and effective way. Annex 4 shows how the ddp/sp Community Development Fund can be accessed for financing community projects.
5. Finally, the Strategic District Development Plan should contain **criteria** to be used by the DDCC **for the approval of community-driven project proposals**. These criteria should be derived from the development objectives and priorities phrased earlier in the Strategic District Development Plan and should take issues of gender and poverty as well as environmental concerns into consideration.

At the final workshop, one working group was elaborating practical suggestions on how to include results of local level planning into the Strategic District Development Plan. Their recommendations were that the DPO should first collect the available reports from baseline studies, PRAs, PIDs and needs assessments. The information from these is then to be extracted and inserted in the template (Village Priority Forms). Also, a map should be produced that shows where PRAs etc. that have been conducted during the last couple of years. As a further source, information from established sub-district unit committees are to be utilised as much as possible.

Another aspect discussed was how the Strategic District Development Plan could lead to criteria for prioritisation of community level projects. The recommendations were that priority should be given to:

1. Areas which according to an analysis at DPU level (e.g. as visible in GIS-maps) are badly neglected with regard to essential services. (intensity of the problem in relation to population concerned)
2. Projects which can trigger off the exploitation of large unused potentials (e.g. for income and employment generation) as revealed in the situation analysis.
- 3.

These may not yet be sufficient for future requirements, but are definitely a start to systematise the selection of local level projects, based on guidelines elaborated through Strategic District Development Planning.

#### **4.4.1. Introducing Participatory Elements**

What is needed first of all at District level are the priorities of a maximum number of villages. These priorities do not have to be recorded over an action-research period of one week spent in the villages. For just getting village priorities it may be enough to conduct village meetings of possibly just half a day or one day, facilitated by two trained planners from the District. Since the villagers themselves are very familiar with

the situation in their village, time consuming village walks and interviews/situational analysis may not be absolutely necessary at this stage. Also, the relatively detailed project proposals for a number of alternative projects may be avoided in order to save time and not to create too high expectations.

Considering the limitation of funding and the magnitude of the prevailing problems in virtually all villages, it also does not seem to be justified - and definitely not from a district planning point of view – to go for a detailed elaboration of several proposals for one village and then look for the funding for implementation as was done with the two PIDEP case study villages. In this respect, it may be better to ask each village to agree on one priority (possibly with a second priority also indicated in case, the first one does not prove to be feasible) during the first round.

This task may be split among the various agencies that conduct already by now extensive field work in this or related fields, with more or less elaborate PRA methods (e.g. Department of Agriculture, NGOs). So far, very little exchange of information in this respect is being done. A more co-ordinated approach to these efforts could save considerable resources and yield the expected results for village level priorities within a relatively short period of time. This could be done, e.g., by conducting a DDCC meeting with the presence of all NGOs engaged in this field at the beginning of a year, and then to delineate the areas where which institution is going to do its village prioritisation survey and by when one could expect the results. These should be out somewhere towards the middle of the year, so that one could start with the second round of more detailed village project planning. The task of the DPO at this stage is to summarise this information by priority category and area and to prepare a presentation of these results for a second DDCC meeting on this subject.

The village priorities will then be screened and approved at the District level at this second DDCC meeting. The participants have to decide, whether the priorities forwarded make sense from a District development point of view where also priorities had previously been defined for the identified reference zones. From a village data bank, one may also check whether the prioritised project does not form a duplication of existing facilities (e.g. the request for a school building when the village inventory specifies that a school is already in operation there).

In a second step of applying PIDEP modules, once the first screening of the village priorities has been concluded positively, a subject matter specialist for the requested proposal would then again visit the village for conducting site inspection and doing a detailed joint planning including budgeting together with the villagers. This person (or team) would possibly already be taken from the agency that most likely would support implementation.

Since even with this scaled-down PIDEP approach it may not be feasible to cover all villages in a District in each year – neither for planning, nor for funding implementation – a prime task of District planning will be to specify the villages that are to be included in the prioritisation process in a given year.

In case, the first village priority turns out not to be feasible or not meeting certain minimum requirements (e.g. for local contribution), the second priority may be considered – if there is still enough capacity to facilitate the planning process by the respective subject matter specialist and if there is still sufficient budget to support the implementation of this second priority. If these conditions are not met, the second village priority may be included in the planning process of the subsequent year, jointly with the priorities of those villages that could not be considered during the first year and that were earmarked by the District planners for the second round of prioritisation.

### ***Annex 1: Terms of Reference for District Planning Concept***

#### **TOR for Assistance to Finalise a Concept and Guidelines for District Development Planning for the ddp-Districts in Southern Province**

##### **Purpose**

Assisting the Districts to elaborate development plans is one of the main tasks of ddp. Activities in this field should start soon and should be conducted in a systematic way. In order to assist the Districts in this field ddp needs to develop a District Planning Approach which:

- builds up on what has already been achieved in the last 2 and a half years through own initiatives in the districts and the assistance of LOGOSP (which was given to all districts in Southern Province) and through the assistance of RDPP-Siavonga.
- also builds up on the experience gained in the field of District Development Planning in Western Province.
- takes into account that development plans have no value as such but are only a tool and must therefore be tailored to the needs of specific users.
- takes into account the frame conditions and restrictions which the district planners and the users of such plans are facing.
- takes into account that no district is homogenous and that therefore planning should have a spatial dimension.
- ensures that the planning process is not top-down but bottom-up and participatory.
- takes into account that all organisations in a District (Government Departments, NGO's) have their own planning procedures and plans and clarifies how District

Development Planning and the individual plans of district level organisations relate to each other.

- takes into account that the whole planning process to arrive at operational plans should not take more than a year.
- is based on a broad consensus that this is the appropriate approach.
- takes into account gender, poverty and environmental concerns

### **Outputs achieved by March 1998**<sup>11</sup>

1. A 'Concept Paper and Guidelines for District Development Planning and Plans in ddp/dp districts' has been produced by the GTZ Advisor, Dr. H. Kellam.
2. A paper on "Description and Assessment of the District Development Support Programme, Western Province (DDSP-WP) approach and lessons to be learned for ddp/sp' were completed in collaboration between Dr. Kellam and Mr. Colenbrander.
3. A paper on 'Description of the District Planning Approach promoted by LOGOSP and by RDPP-Siavonga and assessment of the results of LOGOSP and RDPP assistance in Siavonga, Mazabuka, Monze, Choma and Kalomo' has been drafted by the ddp-Monze Advisor, Mr. D. Mbilikita. The assessment was done with regard to the purpose as specified above. The Annex of this paper will contain all guidelines on district level planning made available to the districts by LOGOSP and RDPP. It further contained copies of all documents related to district level and/or RDPP in the 5 ddp/sp districts. It finally assessed to which extent any of these documents can be used in the future ddp/sp assisted planning process in the 5 districts. The paper also analysed which lessons ddp/sp should learn from the assessment of the LOGOSP and RDPP assistance in the field of district level planning.

### **Outputs to be achieved by the Consultancy**

The consultancy will result in a paper that outlines a Concept and Guidelines for District Development Planning which meets the criteria listed in the purpose. Users of the paper (target groups) are the ddp/sp teams in the 5 project districts as well as all organisations that will be involved in district development planning. In order to meet the need of this target group for operational guidelines which can be immediately applied for starting the planning process, the paper has to be consistent, precise and reader-friendly.

The paper will be produced in a participatory process which builds up on the 3 papers already available (mentioned above). In this process maximum use will be made of the

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<sup>11</sup> The above papers were summarised for their relative points in this Concept Paper. Their complete versions can be obtained from the ddp/sp Team Leader. His contact numbers and address (Mazabuka) are on the 2nd page of this document.

technical expertise, local know how and cultural political understanding existing in Southern Province. The process should also aim at creating ownership feeling among the users of the report.

In order to achieve this the consultants will produce the paper in a team approach. The 'core team' will consist of the GTZ Advisor Dr. Kellam (Consultancy Team Leader), the ddp-Monze Consultant and former LOGOSP Advisor, Mr. Mbilikita, an International Consultant (GTZ-MTK) Dr. Krimmel and the Chief regional Planner for PPU/SP, Mr. Mwanza. All will be available during the entire consultancy period (9 March - 18 April).

The **extended team** will consist of the 'core team' plus all participants of the 2 workshops scheduled for this consultancy.

### **Schedule of the Consultancy**

**9-14 March:** Introduction of consultants to MLG&H, Team-building and detailed planning of consultancy by the 'core team'. Analysis of all available documents, drafting outline of report. Preparation of first workshop.

Venue: GTZ Office, Lusaka

**16-17 March:** Workshop of Extended Team in order to:

- Present and discuss the papers of Dr. Kellam and Mr. Mbilikita.
- Express felt needs with regard to the consultancy.
- Discuss detailed plan of consultancy and report outline.
- Advise 'core team' with regard to pre-conditions and capacities available for district development planning in the ddp/sp districts.

Venue: Rimo Hotel, Kafue

**18/3-8 March:**

- 'Core team' produces draft Concept Paper and Manual.
- 'Core team assists Kalomo in elaborating a 'Skeleton SDDP.
- Detailed activities and venues to be planned at the beginning of the consultancy.
- Draft report is distributed to extended team and other resource persons.

**9-11 April:** 'Core team prepares 2nd workshop and discusses draft report with other resource persons.

**14-15 April:** 2nd Workshop of extended team in order to:

- Discuss and comment on draft report

- Plan what steps will be taken in order to start district development planning in ddp/sp districts.

**16-18 April:** 'Core team completes Concept Paper and Manual.

**10 May:** All members of the extended team have received a copy of the report and all ddp/sp district teams have received 10 copies.

**Annex 2: Work group expectations of users of District Plans**

Question	Monze	Mazabuka	Kalomo
1. Who needs what kind of plan for what (users)?	-NGO's, LG, private sector, planners. -to show situation & dev. priorities and co-ordination of devt. efforts.	-private sector, i.e. Zambian sugar co. -LG/NGO's for rural areas requested. -for indication of policy framework & to solicit funds.	-private sector, donor projects. -to specify information's on resources & dev objectives per sector as requested. -for an indicative plan) not detailed-not budgeted). Budgeting done by sectors. -provision of information & soliciting funds.
2. What capacities (human resources, tools and equipment, financial resources) are available for producing such a plan?	govt, depts. i.e. (agric., health, education, water). -no financial resources but vehicles, computers & manpower.	-tools & equipment but insufficient manpower & very limited/no financial resources for planning activities.	-manpower available but not fully sufficient, DDCC limited to planning & water/sanitation. -no CP funds for planning. -lack of capacity facilitating & co-ordinating unit.
3. What are the chances for implementing such a plan? (Who will implement it & who will follow-up, monitor & control plan implementation?)	-implementation by communities assisted by sectoral depts. being responsible. -monitoring by sectors (prog-rep) control/DDCC	-implementation by beneficiaries. -monitoring by each sector (technical). -control by DDCC (decision making and evaluation).	-implementation to be done by each sector and involving communities. -monitoring done by planning sub-committee of the DDCC.
Question	(potential) users		Kind of plan
1. Who needs what kind of plan for what (users)?	-members of DDCC -govt. departments -NGO's -Politicians/DC -local community -potential investors/ private sector -donors		-do planning in an iterative process (spiral) w/ preliminary product available after relatively short period of time. -in order to get users feedback for improving plan in the second cycle. -should cover all sectors (potentials). -get everyone involved in planning process -build-up on the traditional functioning of sectors in the particular district. -should have a 3 year perspective & Annual Plans w/ districts prepared by sectors.
	Siavonga		Choma
2. What capacities (human resources, tools and equipment, financial resources) are	-human resources: approx. 50% functioning. -Tools: vehicle but not functioning, GIS Unit, Photocopier, Computers 1xplanning, 4xCouncil		human resources: DDCC members & sub-committees w/ sometimes limited skills. -tools: no transport, no facilities, 1x computer but not completely set-up, 1xD-WASHE Computer. -Financial Resources: none

available for producing such a plan?	-Financial Resources: no flow of funds from DC or Central Govt	
Conclusions: 1. still confident that a simple but useful (SSMART) planning process can be started; 2. Get sectoral papers from the different sectors and compile these into district plan (i.e. using sector's resources		
3. What are the chances for imp. such a plan? (Who will imp it & who will follow-up, monitor & control plan imp?)	-if users are involved from the beginning, and -if sense of ownership can be developed in the districts by <u>users</u> , the chances are high.	-Arrangements for monitoring through the DDCC and particularly their sub-committees.  -inputs on monitoring through reports of sectors, co-ordination of district plan monitoring through the DPO.

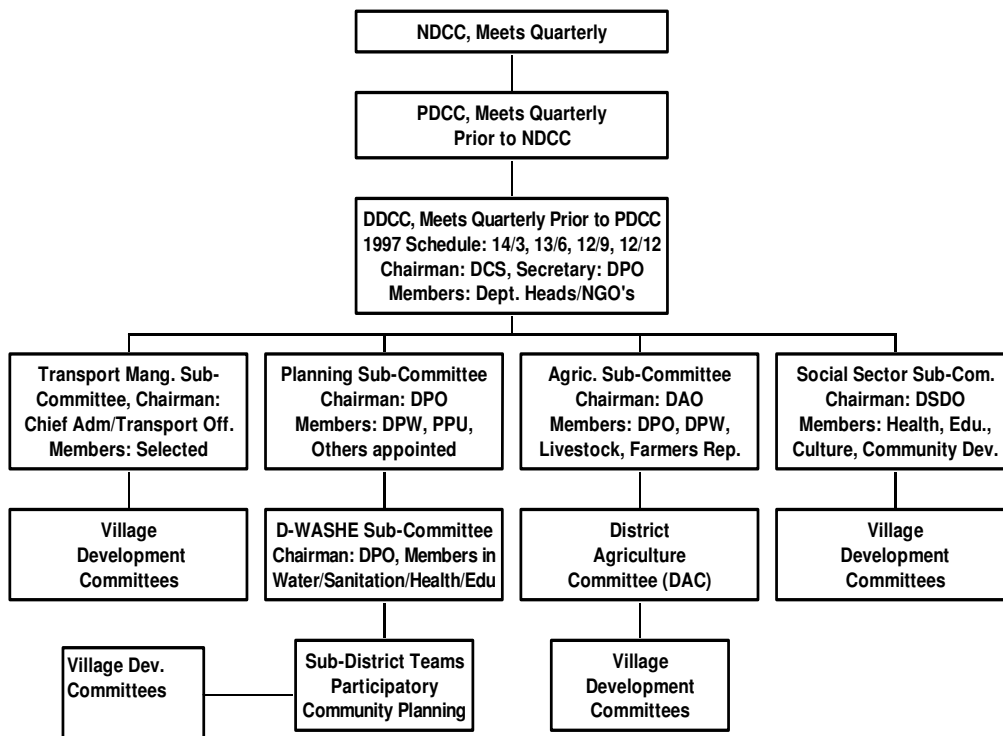
### Annex 3: Expectations and Achievements of Extended Team in Planning

- 1) Incorporation of expectations of extended Team in order to develop 'appropriate' guidelines for district development Plans.
- 2) Inclusion of not only clear PRINCIPLES for Strategic District Development Planning, but also clearly spelled out procedures
- 3) Point of departure for Strategic District Development Planning Process.
- 4) A Strategic District Development Planning MANUAL for use by districts and training institutions. The Manual should be simple, clear and reader-friendly.
- 5) Essential information on the district planning framework, data requirements, necessary capacities, constraints and prospects for capacity building.
- 6) Information on the development PRINCIPLES of ddp/sp and how to apply them.
- 7) A reader-friendly, slim, useful, partly tested, SDDP Manual.
- 8) Agreement on appropriate approach for ddp/sp districts for strategic devt. Planning.
- 9) Additional information on Strategic District Development Planning.
- 10) A practical reference tool that is easily applicable to situations of limited external support..
- 11) Effective participation by all key players in the process of developing the Guidelines.

Status	Siavonga	Mazabuka	Monze	Kalomo	Choma
<b>1. DDCC</b>	Exists: Met 5 times 97 Not yet 98	Exist: met once in 97 & not yet in 98. Sub-Committees more active.	Exist: met 3 times 97 once in 98. receives sector reports, appraises proj. proposals (MPU/d-washe	Exist: met 8 times in 97 and once in 98.	Exist in name: met 2 time 1 yr. but little support or focus.
<b>2. Situation Analysis)</b>	Preparation of Dev. Plan w/ 'Vision', rolling plan, annual plan but not finalised. Has identified constraints, potentials and possible obj's.	Situational Analysis available but not used.40 pages 96 covering all sectors.Urban Plan more detailed.	Problem tree has been made but not used yet.	Institutional Analysis available & used.Started w/ data collection & preparation of district profile.	18 pages on district profile only.
<b>3. Set of Agreed District Dev. Objectives</b>	Available from 95 RDPP Work-shop, not used. (document on on vision)	No set of agreed district development objectives.	none.	Only for Water and Sanitation.	none.
<b>4. Strategic Dev.</b>	Only for the DC: is being used but only	No strategic development	none.	Only for Water and	none.

<b>Plan</b>	partly implemented. D-WASHE Plan available.	plan.		Sanitation.	
<b>5. General Problems:</b>	a) Process of data collection was critical/time consuming, scattered data available.	b) Low usage of the products because of....?	c) Capacity of 'input' and capacity of 'output' limited.	e) conditions in the districts have been considered	f) Pro-cess just started, and yet to be finalised

**Annex 4: Structure of the NDCC, PDCC and DDCC**



**Annex 5: The DDCC Sub-Committees's ToR**

**Planning Sub-Committee (PSC) and their (TOR):**

- consider and then consolidate into a District Plan the project proposals from the District Team members, as well a sub-district Teams, Councillors and MP's, in accordance with planning guidelines and criteria.
- ensure implementation tasks are assigned to the relevant departments/agency.
- draw-up the annual implementation programme.
- monitor and ensure timely submission of completion certificates.

**Agriculture Sub-Committee (TOR):**



- formulate natural resources and agriculture sector strategies, in the context of national policy, for inclusion in the District Development Plan.
- receive and consider reports from SDT's and design and appraise programmes and projects resulting from these.
- evaluate and subsequently reappraisal projects/programmes, based on monitoring of the progress made by line departments and/or projects. Recommend programmes/projects and action to the DDCC and GRZ departments.
- formulate and agree on district sectoral guidelines, consistent with nation policy, for recurrent programmes/capital projects in agric. related sectors.
- identify pilot projects for trail of new ideas.
- provide the Development Department of the Council Secretary with a technical forum from which he/she will be able to brief the Council on developments in the agriculture sector.

**Social Sector Sub-Committee (TOR):**

- formulate social sector strategies, in the context of nation policy, for inclusion in the District Development Plan.
- receive reports from SDT's and design and appraise programmes/projects resulting from these.
- identify pilot projects for trail of new ideas.
- evaluate and subsequently reappraisal projects/programmes, based on monitoring of the progress made by line departments and/or Sub-District Teams. Recommend programme/project action to the DDCC.
- formulate and agree on District sectoral guidelines for capital projects/ programmes in related sectors.
- provide the Secretariat with a technical forum from which to brief the Council on developments in the Social Sector.

**Transport Management Sub-Committee (TOR):**

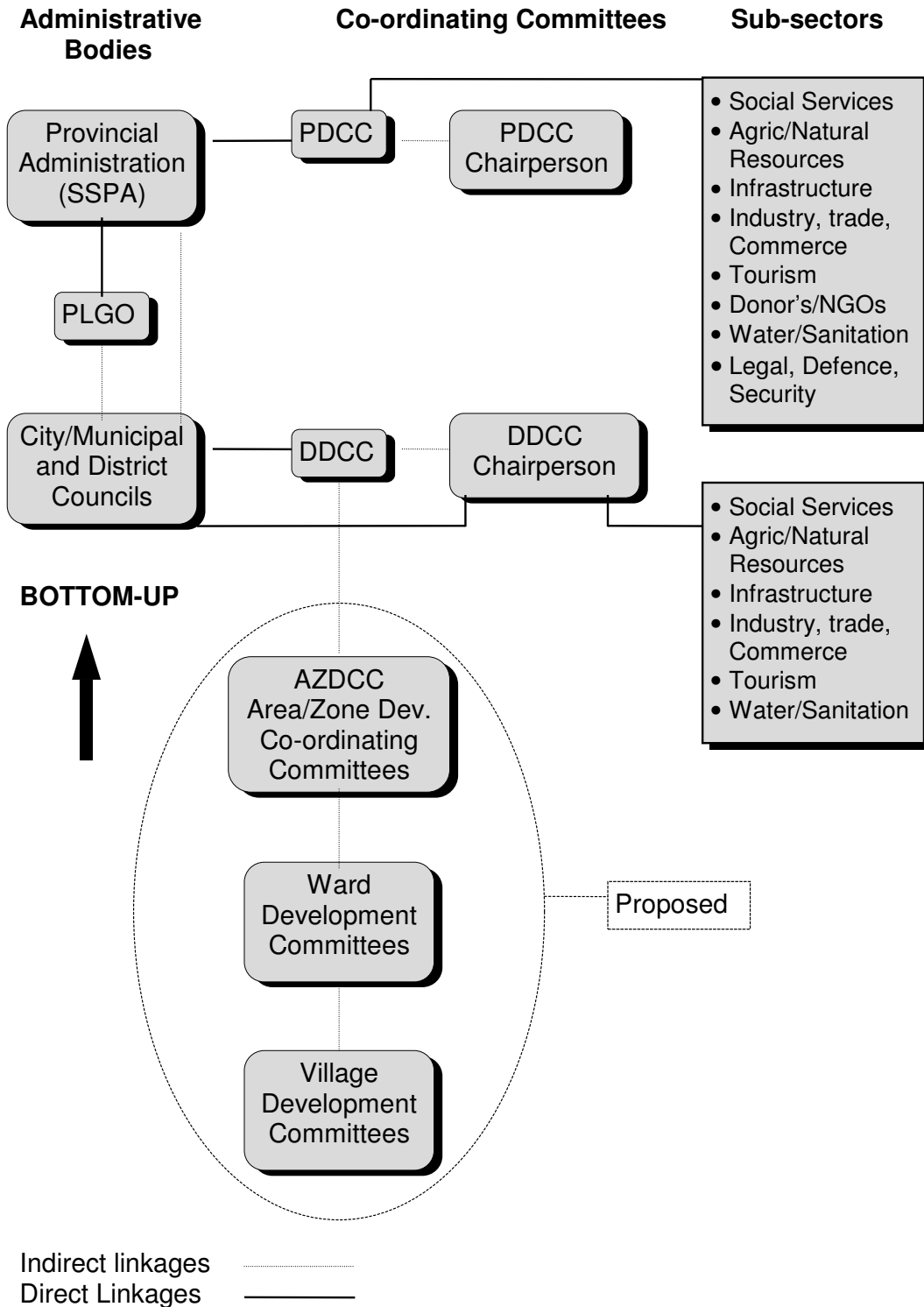
- monitor the Transport Officer, who maintains a booking system and reports information collected from the log books to the TMSC.
- calculate realistic rates for transport, ensure that hirers have been invoiced, outstanding bills paid and recommend that non-payers denied access to transport fleet.
- monitor the use of moneys in Transport Fund account based on statements presented by Finance and recommend expenditures for the following month.
- recommend rules for drivers and recommend disciplinary action in cases of vehicle miss-use.
- establish and monitor a regular vehicle maintenance schedule.
- monitor activities at Council Workshops on the bases of a report submitted by the Workshop Manager.

**Women's Development Co-ordinating Sub-Committee (TOR):**

- identify gender related problems that women face, receive reports from sub-district Participatory Planning Teams, and assist them to design, appraise and evaluate programmes for women resulting from these.
- identify pilot projects for rural women
- monitor programmes/projects for women in the District.
- maintain record of women's groups, their activities and history.
- formulate/agree on guidelines for capital projects and recurrent programmes designed to assist rural women.
- ensure that activities planned/ongoing are reported to the DDCC to prevent overlap and confusion at the community level.

- represent District priorities regarding women's development to the DDCC, GRZ and Donor's.

**Annex 6: Linkages of Local, District and Provincial Levels**



## **Annex 7: Interviews with Users During Kalomo 'Skeleton' SDDP Preparation**

### **1. What are your expectations for a district development plan? What elements should be included in order that you would consider it helpful for your own task:**

Summary of Findings: Respondents preferred that their district plan should provide a common 'vision' on how best to co-ordinate development in Kalomo. They viewed the plan as a valuable tool for insuring well-balanced decision making on developmental matters. These included co-ordination, targeting and resource mobilisation. Furthermore, it was strongly recommended that the use of statistical profiles and maps as an aide in priority setting should be encouraged.

### **2. Which information could/would you make available for co-ordinated district planning:**

Summary of Findings: The information available from the various organisations at district level depended in large part on the level of their local authority (autonomy) to programme at the district level. Decentralised (sub) sectors such as Health and Agriculture as well as NGO's had readily available information and data, while departments such as Social Welfare were lacking information. In most cases, government line departments had some form of annual work programmes.

### **3. Do you presently work within prioritisation areas or zones? Is it documented?**

Summary of Findings: Respondents varied on the extent to which their operational areas coincided with Ward boundaries. Agriculture used block zones and main camps while Animal Husbandry used territories or regions. Meanwhile, NGO's often operated within the existing ward boundaries. Very few organisations used maps. Although, almost all organisations could locate areas of their activities on a map with fair accuracy when requested to do so.

### **4. Would you be prepared to follow district planning guidance for your annual planning, budget allocations and reporting? If yes, to what extent?**

Summary of Findings: Respondents indicated their willingness to conform to district planning guidance if they were clearly laid out and previously agreed upon. This would also depend on the level of autonomy on budgetary allocations and control. There were no objections to reporting arrangements as most were already doing so.

### **5. Do you have any basic statistics or data on your activities on maps or disaggregated by location or village? Could you make this information available as hardcopy or computer diskette?**

Summary of Findings: Most organisations expressed willingness to provide basic statistics and data, but little was in map form. None of the respondents had information on computer. Instead, most had single hardcopies as they lacked facilities to photocopy.

**Annex 8: Funding Prospects for Strategic District Development Plan Implementation**

SOURCE OF FUNDING		ACTIVITIES PROJECTS	SECTOR/SUPPORT	FUNDING LEVEL
<b>Local Communities</b>		<b>Community based projects Demand driven request</b>	All	
<b>National Budget</b>	<ul style="list-style-type: none"> <li>• Sector Ministries</li> <li>• Grants</li> <li>• Provincial Fund</li> <li>• Provincial Budgets</li> <li>• Decentralised Line Departmentsd: <ul style="list-style-type: none"> <li>• MAFF</li> <li>• Education</li> <li>• Health</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Capital Projects</li> <li>• Capital Rehabilitation Projects</li> <li>• Selected Recurrent Expenditures</li> <li>• New Capital Projects</li> <li>• Capital Rehabilitation Projects</li> <li>• Personal emoluments</li> <li>• Recurrent expenditures</li> <li>• Capital undertaking, human resource development</li> <li>• Personnel emoluments</li> <li>• Recurrent expenditures</li> <li>• Capital projects</li> </ul>	<ul style="list-style-type: none"> <li>All</li> <li>All</li> <li>All</li> <li>All</li> <li>All</li> <li>All</li> <li>All</li> <li>All</li> <li>• Agric</li> <li>• Education</li> <li>• Health</li> </ul>	
<b>Local Authorities</b> • <b>Special Programmes</b>	<ul style="list-style-type: none"> <li>• SPHFSP</li> <li>• MPU</li> <li>• Roads SIP</li> <li>• NRB</li> <li>• Rural Electrification Programme</li> <li>• Micro-enterprise Promotion Fund</li> <li>• Venture Capital Fund <ul style="list-style-type: none"> <li>• Water Sector Support</li> </ul> </li> <li>• Population &amp; Dev. <ul style="list-style-type: none"> <li>• Gender &amp; Dev.</li> <li>• Environment</li> <li>• Constituency Development Fund</li> </ul> </li> <li>• Rural Investment Fund</li> <li>• Constituency Youth Development Fund <ul style="list-style-type: none"> <li>• YERP</li> </ul> </li> <li>• Commerical loan</li> <li>• Private savings &amp; investments</li> </ul>	<ul style="list-style-type: none"> <li>• Capital Rehab &amp; new Projects, Human resource, environmental &amp; infrastructure</li> <li>• Capital Rehabilitation Projects</li> <li>• Capital Rehabilitation Projects</li> <li>• New Projects</li> <li>• Business enterprises</li> <li>• Business Enterprises</li> <li>• Rehabilitation</li> <li>• Training awarness &amp; workshops</li> <li>• Training awareness &amp; workshops</li> <li>• Capital projects, training</li> <li>• Capital projects</li> <li>• Capital projects</li> <li>• Capital projects</li> </ul>	<ul style="list-style-type: none"> <li>• Feeder roads</li> <li>• rural electrification</li> <li>• Groups &amp; individuals</li> <li>• Manufacturing &amp; mining</li> </ul>	

**Annex 9: Plan of Operations of the Districts to Implement SDDP**○ *Kalomo*

<b>sddp-Activities 1998/99</b>	<b>05</b>	<b>06</b>	<b>07</b>	<b>08</b>	<b>09</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>01</b>	<b>02</b>	<b>03</b>	<b>04</b>
Meeting with Sub-Committee Chairpersons on Sector Information	☑											
Collecting filled-in information from Sub-Committee Chairperson (incl. Existing LogFrames)												
Follow-up interviews with Sector Departments for collecting missing information												
DDCC-meeting on Reference Zones	☑											
Interview with councillors, preferably as group interviews with key persons in the respective Wards												
Analysing information on Ward priorities / suggestions and preparing summary overview												
DDCC-meeting on agreeing on vision and priority measures by Reference Zones												
Completion of village list												
Compiling of statistics for GIS-processing												
Sending of statistics file for GIS												
Receiving GIS-maps												
Collecting information on village priorities												
Assessing other PRA/PID results												
Assessing village priorities												
Conducting PID for project planning												
Drafting of preliminary plan												
DC session on preliminary plan												
Revision of preliminary plan												
Publication and circulation of final Strategic District Plan												

○ *Siavonga*

<b>sddp-Activities 1998/99</b>	<b>05</b>	<b>06</b>	<b>07</b>	<b>08</b>	<b>09</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>01</b>	<b>02</b>	<b>03</b>	<b>04</b>
Meeting with Sub-Committee Chairpersons on Sector Information												
Collecting filled-in information from Sub-Committee Chairperson (incl. Existing LogFrames)												
Follow-up interviews with Sector Departments for collecting missing information												
DDCC-meeting on Reference Zones												
Interview with councillors, preferably as group interviews with key persons in the respective Wards												
Analysing information on Ward priorities / suggestions and preparing summary overview												
DDCC-meeting on agreeing on vision and priority measures by Reference Zones												
Completion of village list												

Compiling of statistics for GIS-processing	■												
Sending of statistics file for GIS		■											
Receiving GIS-maps			■										
Collecting information on village priorities	■												
Assessing other PRA/PID results		■											
Assessing village priorities													
Conducting PID for project planning						■							
Drafting of preliminary plan			■	■									
DC session on preliminary plan					■								
Revision of preliminary plan						■							
Publication and circulation of final Strategic District Plan							■						

○ *Monze*

<b>sddp-Activities 1998/99</b>	<b>05</b>	<b>06</b>	<b>07</b>	<b>08</b>	<b>09</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>01</b>	<b>02</b>	<b>03</b>	<b>04</b>	
Meeting with Sub-Committee Chairpersons on Sector Information	■												
Collecting filled-in information from Sub-Committee Chairperson (incl. Existing LogFrames)	■												
Follow-up interviews with Sector Departments for collecting missing information	■												
DDCC-meeting on Reference Zones	■												
Interview with councillors, preferably as group interviews with key persons in the respective Wards	■	■											
Analysing information on Ward priorities / suggestions and preparing summary overview	■	■											
DDCC-meeting on agreeing on vision and priority measures by Reference Zones	■	■											
Completion of village list	■												
Compiling of statistics for GIS-processing		■	■	■									
Sending of statistics file for GIS		■	■	■									
Receiving GIS-maps		■	■	■									
Conducting PID for project planning		■	■	■									
Collecting information on village priorities					■	■							
Assessing other PRA/PID results						■							
Assessing village priorities						■							
Drafting of preliminary plan							■	■					
DC session on preliminary plan									■				
Revision of preliminary plan										■			
Publication and circulation of final Strategic District Plan											■		

○ *Mazabuka*

<b>sddp-Activities 1998/99</b>	<b>05</b>	<b>06</b>	<b>07</b>	<b>08</b>	<b>09</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>01</b>	<b>02</b>	<b>03</b>	<b>04</b>	
Meeting with Sub-Committee Chairpersons	■												

on Sector Information																			
Collecting filled-in information from Sub-Committee Chairperson (incl. Existing LogFrames)																			
Follow-up interviews with Sector Departments for collecting missing information																			
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Drafting of preliminary plan																			
DC session on preliminary plan																			
Revision of preliminary plan																			
Publication and circulation of final Strategic District Plan																			

○ **Monze**

<b>sddp-Activities 1998/99</b>	<b>05</b>	<b>06</b>	<b>07</b>	<b>08</b>	<b>09</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>01</b>	<b>02</b>	<b>03</b>	<b>04</b>
Meeting with Sub-Committee Chairpersons on Sector Information												
Collecting filled-in information from Sub-Committee Chairperson (incl. Existing LogFrames)												
Follow-up interviews with Sector Departments for collecting missing information												
DDCC-meeting on Reference Zones												
Interview with councillors, preferably as group interviews with key persons in the respective Wards												
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Sending of statistics file for GIS												
Receiving GIS-maps												
Collecting information on village priorities												
Assessing other PRA/PID results												
Assessing village priorities												



Conducting PID for project planning													
Drafting of preliminary plan													
DC session on preliminary plan													
Revision of preliminary plan													
Adoption by the Council													
Publication and circulation of final Strategic District Plan													

○ **Choma**

<b>sddp-Activities 1998/99</b>	<b>05</b>	<b>06</b>	<b>07</b>	<b>08</b>	<b>09</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>01</b>	<b>02</b>	<b>03</b>	<b>04</b>
Meeting with Sub-Committee Chairpersons on Sector Information												
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Follow-up interviews with Sector Departments for collecting missing information												
DDCC-meeting on Reference Zones												
Interview with councillors, preferably as group interviews with key persons in the respective Wards												
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Collecting information on village priorities												
Assessing other PRA/PID results												
Assessing village priorities												
Drafting of preliminary plan												
DC session on preliminary plan												
Revision of preliminary plan												
Publication and circulation of final Strategic District Plan												

**Annex 10: Impact Indicators for Monitoring Implementation of SDDP**

1. No. of Districts in Southern Province which have introduced Strategic District Development Planning in the following way:	Unit	31.12.98	30.04.99	31.12.99
2.	- Manual applied - SDDP formulated (1 <sup>st</sup> ed.) - SDDP approved by DDCC - SDDP approved by DC	> 5 > 5 - -	8 8 > 5 > 5	> 8 > 8 8 8
3. % of DDCC member institutions (in ddp/sp supported Districts) who actively contributed to the formulation of the SDDP:	Unit	1998	1999	2000
4.	- by attending the respective DDCC planning meetings - by submitting written contributions to the plan	>70% >50%	>80% >70%	>90% >70%
5. % of DDCC member institutions who show adherence to the SDDP:	Unit	1998/99	1999/00	2000/01
	- by applying Reference Zones in their Annual Plans - by adhering to priorities for Reference Zones as agreed - by adhering with regard to implementation according to Reference Zones priorities	> 30% >25% >20%	>50% >40% >30%	>70% >60% >50%