ASSESSMENT OF POLICY IMPACTS ON THE PERFORMANCE OF THE MILLENNIUM DEVELOPMENT GOALS IN CHIPATA DISTRICT OF ZAMBIA

Project Report Submitted to:

PRACTICAL ACTION SOUTHERN AFRICA
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Under the project:

ENERGISING THE MILLENNIUM DEVELOPMENT GOALS – SETTING THE ENABLING ENVIRONMENT (E-MINDSET) IN SOUTHERN AFRICA

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1.0 INTRODUCTION

The Energising the Millennium Development Goals (MDGs) – Setting the Enabling Environment (E-MINDSET) in Southern Africa project is intended to contribute to the attainment of the MDG targets through improved energy planning, management and accessibility at the community level.

The MDGs are about halving extreme poverty and hunger; achieving universal primary education for both boys and girls; empowering women; reducing child and maternal mortality by two-thirds and three-quarters, respectively; reversing the spread of HIV/AIDS and other diseases; ensuring environmental sustainability; and developing a global partnership for development. The MDG framework, therefore, is a global attempt to operationalise a multi-dimensional approach to poverty reduction and improvement of human welfare.

Improved welfare and wealth creation are the basic outcomes of the economic development investments of countries. On the other hand, affordable and sustainable energy services constitute the key inputs to economic and social development. Essentially, energy is required for creating businesses and jobs, transforming local resources into productive economic assets, and supporting health, education and household services. The attainment of the MDG targets is, therefore, closely tied to the provision and availability of clean modern energy services.

The E-MINDSET project recognises the essential role of energy services in human development and the fact that Zambia is endowed with abundant energy resources which can be utilised to meet the MDG targets by 2015. However, Zambia faces enormous constraints in harnessing these resources, as most of the citizens, especially those in rural areas, do not have access to modern energy services and have to rely on woodfuel for their daily energy needs. These constraints include the fact that energy planning is currently centrally managed and mainly confined to commercial sources of energy. There are also inadequate planning skills and knowledge at the local level to enable the integration of energy initiatives into poverty reduction strategies and programmes.

The E-MINDSET project seeks to address the disconnection between the centrally-based national energy planning and community level development planning by strengthening the cross-sectoral linkages between energy and the MDG-targeted sectors of agriculture, health, education, gender and environment. The project’s overall objective, therefore, is to build and strengthen the capacity of selected local communities in development planning that should integrate energy and human development strategies for achieving the MDG targets.

Capacity building is to be achieved by developing, testing and adapting planning toolkits for linking energy planning and MDGs. These toolkits will serve as training manuals for district-level personnel who are expected to act as trainers for community leaders.

The E-MINDSET project is a regional initiative covering the Southern African countries of Zambia, Malawi, Mozambique and Zimbabwe. It is being spearheaded by Practical Action Southern Africa with funding coming from the European Union. In Zambia the project is being implemented under the auspices of Energy and Environmental Concerns for Zambia in the districts of Chipata and Katete. This report focuses on Chipata and provides the baseline on existing development policies, strategies and impacts on the progress towards achieving the MDGs.
2. **NATURAL RESOURCE BASE OF CHIPATA**
The livelihood options and the required energy inputs for livelihood outcomes are, first and foremost, determined and shaped by the locally available natural resources in the area. These include the physical location, climate, soils, vegetation, hydrology and demography.

2.1 **Location**
Chipata District is located between 32.5 - 33°.00’E and 13.5 - 14°.00’S and is one of the eight districts in the Eastern Province of Zambia (Fig.1). It is the provincial headquarters and shares an international boundary with Malawi in the east, while the district boundaries include those with Chadiza, Katete in the south-west, Mambwe in the north-west and Lundazi in the North. Chipata covers a land area of about 6,692 km² and is about 600km away from Lusaka, the capital city of Zambia while it is only 110km from Lilongwe, the capital city of Malawi. The district, therefore, enjoys buoyant trade and cultural ties with Malawi.

![Fig. 1: Location of provinces in Zambia](image)

2.2 **Climate: Temperature and Rainfall**
Chipata District experiences a warm-tropical savannah type of climate with an annual mean temperature range of 14.7 -26.0°C. The hot months of the year are September, October and November. The range for the mean annual maximum temperatures is 25.6 - 32.3°C. The cold months are June and July and the annual mean minimum temperature range is 12.2 -20.1°C.

The rain season is warm and wet and occurs from November to April. The district lies in the medium rainfall belt of Zambia with average annual rainfall of up to 1,000mm. Most of the rains fall in within the wettest months of the year from December to March. The higher southern zone of the district receives more relief rainfall compared to the North. The length of the growing season is between 139 and 155 days making the district suitable for growing of rain fed maize and a variety of non food crops such as tobacco and cotton. Prevailing winds are generally South-Easterly and would
appear to have an effect on the rainfall pattern. Generally, the rainfall distribution is quite erratic and in recent years the district has been devastated by recurring droughts.

2.3 Topography and Vegetation
The predominant topography of the district is a mixture of high plateau and rugged hills with an altitude of approximately 900m to 1200m above sea level particularly towards the south and south-west of the district. The northern zone of Chipata is undulating and mostly low lying with altitudes of up to 1000m above sea level.

The natural vegetation is miombo woodlands on the higher plateau areas and rolling grasslands on the low lying and marshy areas. Chipata has experienced massive deforestation especially to the area around the town thus causing serious ecological imbalances. The deforestation is causing problems to water catchment areas and has also resulted in severe erosion on the hills. The natural consequence is that the dams are silting at a fast rate.

2.4 Hydrology
Chipata District is well drained and has four major streams draining into the Luangwa River, namely the Lutembwe, Msandile, Kasenengwa and Rukuzye. There are 62 earth fill dams and weirs most of which were constructed between the 1940 and 1960 period. The dams provide an important source of water to domestic animals and people during the dry season. However, due to age and lack of maintenance most of the dams have fallen in a state of disrepair.

The district has a wide range of ground water strike depths which are about 25m on average. In some cases strike depths of 50m have been encountered. The probability of striking a successful borehole in the district is 88%. There are also a number of springs, especially in the mountainous southern zone of Nyamfinzi/ Makwe Hills in the Nsingo Ward.

2.5 Soils
The main soil types found in Chipata include acrisols, fersiallitic soils and lithosols. The acrisol soil group occurs on the plateau areas and is widely spread. This soil group is used for agriculture but requires good soil management for effective crop production.

The fersiallitic soils occur in limited distribution around Chipata and are good productive soils for agriculture, while the lithosols are confined to the hilly or escarpment areas of the district, especially around the Muchinga escarpment. Cultivation in lithosols is limited as they tend to be very shallow, fragile and sensitive to mechanical disturbance.

2.6 Demography
The population trends of Chipata as given by the national census of population and housing of 2000 conducted by the Central Statistical Office (CSO) of Zambia (CSO, 2001) are presented in Table 1 below.

<table>
<thead>
<tr>
<th>Table 1: Chipata District Population Trends</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Category / Year</strong></td>
</tr>
<tr>
<td>Total</td>
</tr>
<tr>
<td>Male</td>
</tr>
<tr>
<td>Female</td>
</tr>
</tbody>
</table>
In 2000 the population of Chipata District was estimated at 362,132 persons with females representing about 50.5% of the population (Table 1). 45% of the population were found to be children aged 0 – 14 years. There were a total of 72,249 households and most of these were located in the rural areas where 70% of the district population lived. Approximately 20% of the households were female headed.

The overall population growth rate for Chipata for the period 1990 - 2000 was 3.5%/annum and it exceeded the provincial and national population growth rates of 2.7 and 2.9%/annum, respectively.

The economically active population or the labour force is defined as all persons aged 12 years and above of either sex whose main economic activity status is to supply their labour force for the production of economic goods and services.

Trends in the labour force from 1990 to 2000 for Eastern province and Chipata district are provided in Table 2 below.

<table>
<thead>
<tr>
<th>Province/District</th>
<th>1990</th>
<th>2000</th>
<th>Growth Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Province</td>
<td>353,384</td>
<td>471,741</td>
<td>2.9</td>
</tr>
<tr>
<td>Chipata</td>
<td>103,047</td>
<td>127,689</td>
<td>2.2</td>
</tr>
</tbody>
</table>

The total labour force in Eastern Province increased from 353,384 in 1990 to 471,741 in 2000 and the average growth rate was 2.9%/annum. The labour force in Chipata increased from 103,047 in 1990 to 127,689 in 2000 and the average growth rate was 2.2%/annum. Chipata District, therefore, provided 27% of the total labour force in Eastern province in 2000.

3.0 POLICY ENVIRONMENT

The access of individuals and communities to the assets provided by the natural resource base is determined by the prevailing policy instruments in the country. At the local or district level, the quality of peoples’ livelihoods and their outcomes is mainly a function of national and international policies in the various spheres of human endeavour. Consequently, the attainment of the MDGs is dependent on the effectiveness of national policies to respond to and satisfy the basic human needs of the population. This section, therefore, examines the national economic and governance policy trends in Zambia.

3.1 Economic Policy Trends

At independence in 1964, the Zambian economy was able to catalyse the rise in the levels of human development of the citizenry with respect to improvements in health, education, employment and per capita income. Up until 1990, the development trajectory was characterised by the pursuit of a command-type of economy where the government owned the majority of enterprises, which were intended to act as import substitution industries. The main driver of the Zambian economy was and still is copper mining. Consequently, when international copper prices began falling in the early 1970s, Zambia entered a protracted phase of economic decline. However, up to 1985, the Human Development Index (HDI) of Zambia continued to rise as the government cushioned the adverse impacts of the economic malaise by food subsidies, free education and health services.
However, by 1991, the socio-economic situation of Zambia had become untenable and the government was changed as the one-party governance system was abolished. The new government embarked on a radical reform agenda aimed at regaining macro-economic stability. The reforms included the following:

- Privatisation of state-owned companies including the copper mining conglomerate of the Zambia Consolidated Copper Mines
- Complete liberalisation of financial markets, including the exchange rate regime
- Elimination of import controls and transformation of the trade regime into one of the most open economies in the Southern African region
- Price de-controls and successive currency devaluations
- Removal of food subsidies and liberalisation of agricultural markets, and;
- Downsizing the public sector through massive retrenchments.

The immediate impact of the reforms, however, was to sink the economy further into crisis. Inflation and interest rates soared as the local currency (Kwacha) rapidly depreciated. The economy stagnated with GDP growth rates of around 1% in the 1990s. The incidence of poverty worsened between 1991 and 1998 as indicated in Table 3 below.

Table 3: Trends in extreme poverty in Zambia

<table>
<thead>
<tr>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Zambia (% of population)</td>
<td>58</td>
<td>61</td>
<td>53</td>
<td>58</td>
<td>53</td>
</tr>
<tr>
<td>Rural</td>
<td>81</td>
<td>84</td>
<td>68</td>
<td>71</td>
<td>53</td>
</tr>
<tr>
<td>Urban</td>
<td>32</td>
<td>24</td>
<td>27</td>
<td>36</td>
<td>34</td>
</tr>
<tr>
<td>Eastern Province</td>
<td>76</td>
<td>81</td>
<td>70</td>
<td>66</td>
<td>57</td>
</tr>
</tbody>
</table>


It is evident from Table 3 that the rural areas were the worst affected by the introduced economic policies. This includes the rural province of Eastern where Chipata is the provincial capital and where over half (57%) of the population were wallowing in extreme poverty by 2004. It is also clear that meeting the MDG targets will require a drastic improvement in the living conditions of rural areas.

In a recent UNDP (2006) report that analysed the economic policies for growth, employment and poverty reduction in Zambia, the reforms of the 1990s failed to spur economic growth because they failed to fully address the following structural rigidities in the Zambian economy.

- A long-term decline in per capita income, dropping the country from middle-income status in the early 1970s, to low-income status in 1990s.
- Until the 2000s, almost total dependence on a single primary export commodity of copper.
- An agricultural sector whose output is extremely weather-sensitive.
- Inefficient domestic commodity markets, in part due to poor and deteriorating infrastructure.
- Underdeveloped financial sectors.
- Heavy dependence on concessional development assistance (especially from the World Bank), that is strongly conditional; and,
- A near-catastrophic incidence of HIV/AIDS.
The economic prospects of Zambia have begun to improve in recent years, mainly as a result of rising world copper prices. The economy has grown at over 5% every year since 2004, with annual average inflation dropping from 30.1% in 2000 to 8.2% in 2006. Interest rates, however, have not dropped significantly and hovered around 20% in 2006.

These macro-economic developments have yet to be translated into actual improvements in people’s living conditions, although they give hope that Zambia may be able to meet some of the MDG targets by 2015.

3.2 Governance Systems of Zambia
Zambia with an estimated population of 11,798,678 in 2006 (CSO, 2001) is divided into nine provinces (Fig. 1) which consist of 72 districts. The districts are further divided into constituencies and wards.

Zambia is a multi-party democracy in which constituencies elect the President and Members of Parliament (MPs) every five years. At the local level wards elect Councillors for the District Councils. The President of Zambia appoints some of the elected MPs as Cabinet and Deputy Ministers to head line government ministries and provinces. The districts are politically headed by District Commissioners. In terms of the Civil Service structures, however, the national administration is headed by the Secretary to Cabinet, while Permanent Secretaries are in charge of provincial administration. Town Clerks and District Secretaries are in charge of urban and rural districts respectively.

Organisationally, therefore, development planning in Zambia is clustered into central (national), provincial, district and sub-district administrative levels.

3.2.1 Central and Provincial Administration
Central administration stands at the apex of the development and policy processes of Zambia. It mainly comprises Cabinet, Cabinet Office, Ministry of Finance and National Planning (MFNP), Sector Ministries and National Assembly.

Cabinet provides leadership and decides on new policy directions and priorities for national development interventions. It also approves annual national budgets. Cabinet Office provides supervisory functions in policy development and implementation. The MFNP is the focal point for national development planning. It is responsible for preparing budget and policy guidelines to direct line ministries, provinces, districts and spending agencies (MPSAs) in the preparation of their respective annual development budgets. It also monitors the national budget implementation process. The role of sector ministries is to formulate sectoral policies, programmes and projects which are then forwarded to the MFNP for consolidation into a national development plan and budget. The annual national budget is presented by the MFNP to the National Assembly (Parliament) for discussion, comments and formulation of legislative instruments required to support the implementation of the policy decisions of the budget.

The Provincial Administration co-ordinates implementation, monitoring and evaluating of development programmes through the Provincial Development Coordinating Committee (PDCC) chaired by the Provincial Permanent Secretary. PDCC scrutinises and harmonises development plans from districts and ensures their consistency with national development priorities. The PDCC operates and implements its functions through various sub-committees that have been formed based on priority issues in the respective provinces.
3.2.2 District Administration

The E-MINDSET project is being implemented in Chipata District. Consequently, district administration in Zambia will be discussed with reference to Chipata Municipal Council. Chipata District is composed of 20 political wards and 4 parliamentary constituencies. Each of these wards is represented by a councillor popularly elected by ward residents. Members of Parliament (MP) represent the constituencies. The councillors and the MPs together form the Chipata Municipal Council, which is the apex public institution in the district, legally constituted with wide ranging jurisdiction to coordinate local development planning and implementation process, and provision of social services within the district. The major role of this body is to make local policies and by-laws that promote and guide development activities in the district. The Mayor, who is elected by councillors, heads the council. In addition the Council has three standing committees, namely:

- Finance, Commerce and General Purposes Committee
- Plans, Works, Water and Sanitation Committee
- Staff Establishment Committee

The Chipata Municipal Council employs management staff in order to manage the district (Fig. 2). The council management staff are responsible for executing council duties and all decisions made by the municipal council. The head of the council management staff is the Town Clerk who is assisted by the Director of Administration (Dir. Adm), Director of Finance (Dir. Fin), Director of Engineering and Services (Dir. Eng), and Director of Planning (Dir. Planning).

Fig. 2: Set-up of Chipata Municipal Council

The District Administration in the district is headed by the District Commissioner whose major function is to co-ordinate the implementation of Government policies, systems and procedures so as to facilitate the efficient delivery of public services in the district. The office of the District Commissioner chairs the District Development Coordinating Committee (DDCC) while the Municipal Council provides the secretariat services. The DDCC is a technical committee and serves as the main mechanism in which all district
development efforts and activities are identified, prioritised and co-ordinated. It meets at least quarterly and its resolutions are presented to Full Municipal Council and Provincial Development Coordinating Committee (PDCC) for consideration and approval. Membership of the DDCC includes all District Heads of government departments and heads of other organisations, such as NGOs, who play a role in the development of the district. Additionally, the office of the District Commissioner is also responsible for facilitating intergovernmental interactions with the border countries of Malawi and Mozambique.

Therefore, Chipata District, like any other district in Zambia, is administered under a dual system of governance. The District Commissioner is the controlling officer for Central Government functions while the Town Clerk/Council Secretary is the officer-in-charge of Local Government operations at district level. In fact the district produces two annual budgets, one for Government line Departments based in Chipata and the other for Chipata Municipal Council as the local authority.

3.2.3 **Sub-District Structures**

The four constituencies and 20 wards found in Chipata are presented in Fig. 3 below. The E-MINDSET project will operate in Nshingo, Kanjala and Mukangila Wards.

**Fig. 3: Chipata District Constituency and Ward Boundary Map**

Source: Chipata District Situation Analysis, Chipata Municipal Council (2005)

Under the current administrative arrangement, the participation of the local people in shaping the nature of development in their communities at ward level is expected to be coordinated by the Ward Development Committees (WDC), Resident Development Committees (RDCs) and Area Development Committees (ADCs). These committees should participate in the implementation and monitoring of district plans by ensuring...
that the implementation is consistent with their local needs and priorities. Their participation is enabled through the District Development Co-coordinating Committees (DDCC) and District Councils.

Traditional authorities also play a very important role, at community level, in the governance systems of Zambia and Chipata in particular. This is due to the fact that most of the land in Chipata District is held under the traditional tenure system with occupancy and user rights allocated by the Chiefs. Tenure of land can be sustained through cultivation and/or inheritance. Chipata District has two paramount chiefs, namely, Gawa Undi for the Chewa tribe and Inkosi yama Nkosi Mpezeni for the Ngoni tribe.

3.2.4 Constraints of Existing Governance System
A review (MFNP, 2006) of the performance of the governance structures of Zambia revealed that in spite of the changes to the local government system, very little positive change has been made with respect to improvements in service provision. PDCCs and DDCCs have remained ineffective. The fact that they control no budgets and that budgeting is actually being done and approved at levels much higher than these committees has continued to reduce their economic and political relevance. A number of factors explain the poor state of service delivery by district councils. These include the following:

- Inadequate budget allocation by central government;
- Inadequate and late disbursements of funds;
- Delays in the implementation of the decentralisation policy, particularly fiscal decentralisation; and
- Inadequate capacity in planning, budgeting, revenue collection and expenditure management.

Moreover, the dual structure of governance at district level does not favour accountability and participation (UNDP, 2007). District councils have no legal or administrative powers over the line ministries. Sector ministries are accountable only to central government and yet most of the development work in the district is carried out by these line ministries as they are more resourced than the district councils. Currently, the main function of the wards is to elect councillors and have yet to serve as channels for enabling the participation of households in national development.

4.0 MDG OUTCOMES FOR ZAMBIA
In the context of this report, the MDG target indicators can be used as proxy measures for assessing the impacts of existing national policies on human development in Zambia and Chipata district in particular.

Zambia has been monitoring its progress (Table 4 below) towards the achievement of the Millennium Development Goals (MDGs). According to the 2005 MDG report (United Nations, 2005), five targets are perceived as likely to be achieved by 2015. These are: halving the proportion of people living in extreme poverty and those suffering from hunger; ensuring that children everywhere, boys and girls alike, will complete a full course of primary schooling; eliminating gender disparities in all levels of education; and having halted and began reversing the spread of HIV/AIDS. Similarly, three targets were perceived to be potentially achieved by 2015 although with lesser optimism, and these are reducing under-five mortality by two thirds, halting and reversing the incidence of malaria and other major diseases and halving the proportion without sustainable access to safe drinking water and sanitation. On the other hand, two targets, reducing the maternal
mortality ratio by three-quarters and reversing the loss of environmental resources are unlikely to be achieved by 2015.

**Table 4: MDG Target-indicators for Zambia**

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Proportion of people living in extreme poverty</td>
<td>58%</td>
<td>46%</td>
<td>29%</td>
</tr>
<tr>
<td>Proportion of people living in extreme hunger</td>
<td>25%</td>
<td>28%</td>
<td>12.5%</td>
</tr>
<tr>
<td>Literacy rates (15 - 24 year olds)</td>
<td>79%</td>
<td>70%</td>
<td>100%</td>
</tr>
<tr>
<td>Ratio of literate females (15 - 24 year olds)</td>
<td>0.8</td>
<td>0.8</td>
<td>1.0</td>
</tr>
<tr>
<td>Under-five mortality ratio (per 1,000 births)</td>
<td>191</td>
<td>168</td>
<td>63</td>
</tr>
<tr>
<td>Infant mortality ratio (per 1,000 births)</td>
<td>107</td>
<td>95</td>
<td>36</td>
</tr>
<tr>
<td>Maternal mortality ratio (per 100,000 live births)</td>
<td>649</td>
<td>729</td>
<td>162</td>
</tr>
<tr>
<td>Epidemiological Sentinel Surveillance System (ESS) trends in HIV infection among Antenatal Clinic Attendees</td>
<td>20%</td>
<td>40%</td>
<td>19%</td>
</tr>
<tr>
<td>New malaria cases per 1,000 population</td>
<td>253</td>
<td>383</td>
<td>&lt;121</td>
</tr>
<tr>
<td>% of population using solid fuels</td>
<td>86</td>
<td>80</td>
<td>No target set</td>
</tr>
<tr>
<td>% of households with access to improved water source</td>
<td>50</td>
<td>53</td>
<td>No target set</td>
</tr>
<tr>
<td>% of households with access to improved sanitation</td>
<td>24</td>
<td>65</td>
<td>No target set</td>
</tr>
</tbody>
</table>


It is quite clear from Table 4 that meeting the MDG targets by 2015 is a major challenge for Zambia. At national level, almost two-thirds (67%) of Zambia’s population now live below the poverty line, and of these 46% (over 3.3 million persons) are extremely poor. Eradicating extreme poverty and hunger in Zambia will require shifts in policy directions and profound investments in employment-creation activities and improvements in both the technological and socio-economic efficiency of production systems.

### 5.0 STATUS OF HUMAN WELFARE IN CHIPATA

Specific MDG indicator targets for Chipata District could not be found. The UNDP (2007), however, has developed and measured Human Development Indices (HDI) for Chipata and the entire country. These indices are in most respects similar to the MDG indicators in that they measure the quality of life in terms of achievements made with regard to health, education, employment, nutrition and environment.

The HDI for Chipata District are compared to those of the Eastern province and Zambia as a whole in Table 5 below. It is evident that human welfare in Chipata is under threat from HIV/AIDS. The HIV prevalence rate of 26% is catastrophic and exceeds the rates at both the provincial and national levels. Consequently, life expectancy is below 40 years, resulting in thousands of orphans. In fact it is estimated (Environmental Council of Zambia, 2007) that 15% of all children less than 18 years old are orphans, and amongst these 64% and 32% have lost their fathers and mothers, respectively.

The health status of children is also very poor with high mortality and malnutrition levels (Table 5). The child death rates are below the provincial average while the stunting and underweight levels are in excess of the provincial levels. Stunting in Zambia has been attributed to low dietary diversity as the staple diet is based on massive intake of low-protein cooked maize meal.

Even though Table 5 shows a mean percentage of 28% for the population without access to safe water, there are wards in Chipata District, such as Kwenje, Nthope and Khova where access to safe water sources stands at only 30.1%, 30.5% and 32.8%, respectively (Chipata Municipal Council, 2005).
Table 5: Human Development Indices for Chipata District, 2004

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Chipata District</th>
<th>Eastern Province</th>
<th>Zambia</th>
</tr>
</thead>
<tbody>
<tr>
<td>Per capita income (US$)</td>
<td>332.76</td>
<td>311.82</td>
<td>347.43</td>
</tr>
<tr>
<td>Life expectancy without AIDS (Years)</td>
<td>51.3</td>
<td>51.7</td>
<td>57.5</td>
</tr>
<tr>
<td>Life expectancy with AIDS (Years)</td>
<td>37.0</td>
<td>47.0</td>
<td>52.4</td>
</tr>
<tr>
<td>Literacy rate (%)</td>
<td>54.9</td>
<td>46.4</td>
<td>66.0</td>
</tr>
<tr>
<td>Under-five mortality per 1000 live births</td>
<td>180</td>
<td>196</td>
<td>183</td>
</tr>
<tr>
<td>Adult illiteracy rate (%)</td>
<td>45.1</td>
<td>53.6</td>
<td>34.0</td>
</tr>
<tr>
<td>% of population without access to safe water</td>
<td>28.0</td>
<td>36.0</td>
<td>42.8</td>
</tr>
<tr>
<td>% of population without access to health services</td>
<td>9.0</td>
<td>8.0</td>
<td>9.0</td>
</tr>
<tr>
<td>% of moderately/severely underweight children, under-five year olds</td>
<td>23.6</td>
<td>19.8</td>
<td>20.1</td>
</tr>
<tr>
<td>HIV Prevalence (%)</td>
<td>26.3</td>
<td>13.2</td>
<td>14.4</td>
</tr>
<tr>
<td>Total orphans</td>
<td>33,730</td>
<td>99,164</td>
<td>1,147,614</td>
</tr>
<tr>
<td>% of under-five stunted children</td>
<td>66.5</td>
<td>59.0</td>
<td>49.8</td>
</tr>
<tr>
<td>Infant mortality rate per 1000 live births</td>
<td>111</td>
<td>129</td>
<td>110</td>
</tr>
</tbody>
</table>


Water supply can effectively serve as a disease prevention measure if it is complemented by an equally satisfactory sanitation system. However, according to the report by the Chipata Municipal Council (2005), the proportion of households with access to proper toilet facilities in Chipata District amounted to only 6.0% of the total households.

Table 5 does not show the actual poverty levels in Chipata district, but has values for per capita income of around US$300.00. Average annual per capita incomes of this nature are characteristic of poverty-stricken societies as will be shown below. The adult illiteracy levels of about 50% are also not conducive to accelerated rates of poverty reduction as they undermine the absorptive capacity of communities for innovative livelihood options.

6.0 POVERTY IN CHIPATA DISTRICT

In Zambia poverty is measured based on the inability to acquire enough food or the food basket that meets the daily caloric and protein requirements of 12,564g and 335g, respectively, of a family of six. Consequently, people falling below the poverty line find themselves at a point of destitution.

An assessment of the poverty situation in Chipata District was conducted by the Chipata Municipal Council (2005) and the findings were as follows:

- Less than 1% of the rural population was found to be non-poor or rich. Most of these rich people were actually large commercial farmers who live in town but only go to rural areas for farming.
- Approximately 10% of the rural people can be considered as not so poor. These are the emerging farmers who are dependent on the large tobacco merchants for their business. Some of them own minibuses, light trucks and run taxis in town.
- Approximately 69% of the rural population are poor and are involved in farming activities. Most of these are dependent on the subsidized fertilizer support programme that is being implemented by the government.
• The remainder 20% is very poor. These cannot just afford the very basic necessities and are mostly orphans, old people especially old widows, the physically handicapped and such vulnerable persons.

• Overall, therefore, over 80% of the district rural population is wallowing in poverty. Moreover, two thirds of the total district population resides in rural areas.

• The rural population’s livelihoods directly depend on the natural resource base, such as rainfall patterns and soil fertility for their agricultural activities.

The actual characteristics of these categories of poverty were assessed by Chipata Municipal Council and were found as presented in Table 6 below.

Table 6: Characteristics of Poor People in Chipata Rural

<table>
<thead>
<tr>
<th>Non-Poor</th>
<th>Less Poor</th>
<th>Poor</th>
<th>Very Poor (Chronic Poverty)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Own modern brick housing, clothing and furniture. Have fair income.</td>
<td>Grass thatched–mud house, few clothes and simple furniture. Have little income.</td>
<td>Pole and dagga house, tattered clothes, no furniture and no income.</td>
<td>Small mud-houses, wear rags and have no income.</td>
</tr>
<tr>
<td>Have enough food throughout the year.</td>
<td>Can access food most of the year but face shortages between December – February.</td>
<td>Little food in the household reaching desperation between December – April.</td>
<td>No food throughout the year and depend on begging.</td>
</tr>
<tr>
<td>Own cattle and other livestock.</td>
<td>Own small livestock such as goats, pigs and chicken.</td>
<td>Do not own any livestock though some may own a few chicken.</td>
<td>Total absence of livestock.</td>
</tr>
<tr>
<td>Easily take their children to schools and health centres.</td>
<td>Able to take children to school but with difficulties.</td>
<td>Cannot afford to take all the children to school except after payment for casual work.</td>
<td>Total failure to take children to school or health centre.</td>
</tr>
<tr>
<td>Have access to clean water and sanitation.</td>
<td>Can access clean water but no proper sanitation.</td>
<td>Generally drink dirty water but with no sanitation.</td>
<td>Consume contaminated water and use bush for sanitation.</td>
</tr>
<tr>
<td>Own land, oxen, tractors and ox-carts.</td>
<td>Have similar means of production e.g. small land, may own an ox-cart.</td>
<td>Do not have land and deprived of other means of production.</td>
<td>They have nothing and are completely vulnerable.</td>
</tr>
<tr>
<td>Own motor vehicle, TV, Radio.</td>
<td>Do not own motor vehicle but have radio.</td>
<td>No means of communication.</td>
<td>Cannot access radio as they are marginalised.</td>
</tr>
</tbody>
</table>

Source: Chipata Municipal Council (2005)

The existing poverty levels and the corresponding features (Table 6) of this poverty in Chipata could be attributed to the availability of opportunities for and patterns of employment in the area. The 2000 National Census of Population and Housing (CSO, 2001) indicated that agriculture was the predominant sector of employment in Eastern Province with about 90% of the provincial workforce engaged in crop and/or livestock farming (Table 7). In fact there are more females than males in agriculture.

However, the data in Table 8 point to serious inadequacies and inefficiencies in the productivity and profitability of current agricultural practices in Zambia. In Chipata and Zambia in general, small-scale (peasant) farmers are responsible for over 80% of the food produced annually. For example, in 2004 there were only 13 commercial farmers while 62,300 were small-scale farmers in Chipata District (Chipata Municipal Council, 2005). However, maize productivity for the commercial farmer was 6 tonnes per hectare, while that for the small scale farmer stood at 2 tonnes per hectare. In fact Table 8 shows that agricultural output at household level is mainly used for subsistence purposes and
the major sources of household income are regular salaries and other non-farming livelihoods. Consequently, income poverty is relatively more widespread in rural than urban areas. It is also clear that there is an urgent need to modernize agriculture if it is to serve as a poverty-reduction or income generating option for the rural poor of Chipata District and Zambia in general.

Table 7: Percent Distribution of Working Population of Eastern Province by Occupation in 2000

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional/Technical Workers</td>
<td>2.1</td>
<td>0.9</td>
</tr>
<tr>
<td>Administrative/Management Workers</td>
<td>0.1</td>
<td>0.0</td>
</tr>
<tr>
<td>Clerical Workers</td>
<td>0.3</td>
<td>0.2</td>
</tr>
<tr>
<td>Sales Workers</td>
<td>2.8</td>
<td>1.4</td>
</tr>
<tr>
<td>Service Workers</td>
<td>1.5</td>
<td>0.6</td>
</tr>
<tr>
<td>Agriculture/Animal Husbandry</td>
<td>86.8</td>
<td>93.2</td>
</tr>
<tr>
<td>Transport workers</td>
<td>3.4</td>
<td>0.7</td>
</tr>
<tr>
<td>Unclassified</td>
<td>0.1</td>
<td>0.0</td>
</tr>
<tr>
<td>Not stated</td>
<td>2.9</td>
<td>3.0</td>
</tr>
</tbody>
</table>

Source: CSO, 2000 Census of Population and Housing

Table 8: Share (%) of Total Household Income by Source of Income in Eastern Province, 2004

<table>
<thead>
<tr>
<th>Source of Income</th>
<th>Eastern province</th>
<th>Rural Zambia</th>
<th>Urban Zambia</th>
<th>All Zambia</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sale of crops</td>
<td>12</td>
<td>12</td>
<td>1.1</td>
<td>5.5</td>
</tr>
<tr>
<td>Sale of livestock/poultry</td>
<td>5.8</td>
<td>9.4</td>
<td>0.9</td>
<td>4.4</td>
</tr>
<tr>
<td>Non-farming business</td>
<td>21.0</td>
<td>18.5</td>
<td>25.7</td>
<td>22.8</td>
</tr>
<tr>
<td>Consumption of own produce</td>
<td>18.0</td>
<td>26.6</td>
<td>3.3</td>
<td>12.7</td>
</tr>
<tr>
<td>Regular salary</td>
<td>24.8</td>
<td>17.9</td>
<td>52.2</td>
<td>38.3</td>
</tr>
<tr>
<td>Other sources</td>
<td>18.6</td>
<td>15.6</td>
<td>16.8</td>
<td>16.3</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: CSO (2006)

The low agricultural productivity has been attributed to depleted soils, labour constraints, use of recycled seed, unfavourable weather conditions which include drought and/or excessive rainfall and low knowledge of improved farming practices.

The low agricultural output is not necessarily the only cause of poverty in Chipata, as there are certainly other contributing factors to the poverty situation in the area. These factors are highlighted in the next section.
### 7.0 CAUSES OF POVERTY IN CHIPATA

The Chipata Municipal Council (2005) conducted a participatory poverty assessment of communities in Chipata District and their findings as to the causes of poverty in the district are summarised in Fig. 9 below.

Table 9: Causes of Poverty in Chipata

<table>
<thead>
<tr>
<th>CAUSE</th>
<th>EFFECT</th>
</tr>
</thead>
</table>
| 01. Lack of markets for agricultural produce such as maize and groundnuts | - Farming communities incur losses and hence fail to re-invest.  
- Lack of income for sustenance |
| 02. Very expensive inputs to enable farmers grow crop profitably | - Reduction in acreage put under crop  
- Loss resulting from low market prices |
| 03. Poor accessibility as feeder roads are in very poor state | - Failure to access markets.  
- Failure to access education and health facilities.  
- Difficulty in extension staff to carry out backstopping |
| 04. Lack of employment opportunities for the youth | - Low incomes.  
- Social vices as youths are idle most of the time |
| 05. Drought and inadequate water | - Failure in seasonal crop production.  
- Lack of adequate water for livestock |
| 06. Sickness especially as a result of HIV/AIDS, malnutrition | - Low productive capacity especially of the 15-48yrs.  
- Commitment of meagre resources to health and funeral expenses |
| 07. Low levels of education (illiteracy) | - Lack of information on basic rights and low participation in empowerment schemes |
| 08. Prevalence of preventable diseases resulting in morbidity | - Early death i.e. child, maternal and those infected by HIV/AIDS.  
- High cost of medical expenses thereby diverting resources to non-production areas |
| 09. Lack of employment in general | - Low levels of HH incomes.  
- Increase in social vices such as crime and prostitution |
- Employment opportunities are lost |
| 11. Lack of investment by government and its agencies in social infrastructure | - Poor state of roads.  
- Inadequate number and quality of health and educational facilities |

Source: Chipata Municipal Council (2005)

Table 9 clearly indicates that the contributing factors to the poverty crisis in Chipata include ineffective government policies, impacts of climate change/variability, inadequate
access to financial resources, high prevalence of HIV/AIDS, failure of markets and low literacy levels.

8.0 DEVELOPMENT STRATEGY FOR CHIPATA

The high poverty levels in Zambia are indeed a major concern and preoccupation for the Government of the Republic of Zambia (GRZ). In this regard GRZ has developed and embarked on the implementation of the Fifth National Development Plan (2006 - 2010) (MFNP, 2006) whose main objective is to generate a sustainable and rapid economic growth rate that maximizes poverty reduction and wealth creation. The Fifth National Development Plan (FNDP) therefore, is the vehicle that Zambia is using to progress towards the Millennium Development Goals. The FNDP is a composite of the provincial and district five-year development plans.

The strategic focus for the Eastern Province is: ‘to increase the linkages between agriculture and related industries with a view to create jobs in order to reduce the high poverty levels in the province.’ The vision of the Chipata District Development Plan (Chipata Municipal Council, 2006) is: ‘to be a middle income district through high economic growth by 2030.’ The planned strategies for realising this vision for Chipata District are presented below.

Agriculture

The district recognises that agriculture can raise local economic growth and reduce poverty by creating employment, raising exports and enhancing food security. However agricultural production and productivity are low. Many farmers lack markets and access to low cost inputs, credit and other support services. Production costs are high. Attracting investment, expanding markets, providing adequate support services and making agriculture competitive are the Chipata Development Plan strategies to achieve agricultural development. The goal is to promote a self-sustaining export-led agricultural sector, which ensures increased household income and food security. There is need to improve transport infrastructure to facilitate growth in agriculture and other economic sectors. There will be a strategic focus on institutional strengthening and Gender and HIV/AIDS issues.

Manufacturing

The manufacturing sector is one of the major sectors with potential to significantly contribute to economic development and poverty reduction. The manufacturing sector is critical to the growth of primary sectors like agriculture as its processes are seen as adding value to locally produced primary products. The increase in manufactured outputs creates increased demand for raw agricultural materials that, in turn, increases output and employment in agriculture. Therefore, the key linkage between manufacturing and economic development is seen to operate through the main channels of expansion in output, employment creation, growth of household incomes, increased tax base, and, where output is also for export, increased foreign exchange earnings. The major programmes under manufacturing will concentrate on investment promotion, promotion of micro, small, and medium enterprise development and rural industrialisation.

Energy

Energy is needed for most economic and social activities. Its role in economic growth and poverty reduction, both as an input in production processes and as an end-product is the focus in this plan. Increased effective and efficient supply of power through rural electrification and supply to expanding urban areas and promotion of the use of new and renewable sources of energy like solar energy are the major planned programmes. The
The objective is to increase access to modern energy, which comprise rural electrification and solar energy provision.

**Gender and Development**

The focus will be on mainstreaming gender in socio-economic development by promoting equal participation of females and males in education and ensure women’s increased control over land and access to agricultural services, credit, skills and technology. There will be a systematic removal of barriers that constrain women’s participation in commerce, trade and industry.

**Health**

As a priority, financing of the basic health care package will be implemented so as to drastically reduce both morbidity and mortality rates and to contribute to poverty reduction. This will entail more equitable access and assured quality health services by constructing and rehabilitating health facilities, and providing diagnostic equipment. The major programmes to be carried out in the District Development Plan 2006 -2010 will concentrate on improvement of health service delivery and improvement of the district health management systems.

**Education**

The mission of the sector is to provide relevant, equitable, efficient and quality education for all through quantitative and qualitative improvements in the education services at primary, high and tertiary levels. The major programmes to be carried out in the Development Plan 2006 -2010 will concentrate on policy and planning, school health and nutrition, gender and equity, infrastructure development, teacher education, standards and evaluation, human resource and administration and human resource recruitment and deployment.

**Water and Sanitation**

Water and sanitation programmes for the Chipata Development Plan period will be dam construction and rehabilitation; groundwater exploration and mapping and water supply and sanitation programmes for both urban and rural areas.

**HIV/AIDS**

The major programmes to be carried out will concentrate on prevention and sensitisation campaigns, prevention of mother to child transmission, support and care, HIV/AIDS advocacy, support and care for orphans and vulnerable children and at risk groups, as well as coordination of the multi-sectoral response to HIV/AIDS in the district.

**Environment**

Rapid increases in the population combined with over-exploitation of resources threaten the lives of people. There is, therefore, the need to ensure sustainable utilization and management of forest resources. The major programmes include forest extension, promotion of non-wood forest products enterprises, protection and management of natural forests, forest plantation establishment and rehabilitation of degraded forest areas.

**Local Governance**

Under the Fifth National Development Programme of Zambia (2006 - 2010), the Government has recognised that the decentralisation efforts so far made are largely
deconcentration of central government responsibilities rather than devolution of functions and authority to local levels. The new policy, therefore, aims at achieving a fully decentralized and democratically elected system of governance characterized by open, predictable and transparent policy making and implementation process, effective community participation in decision making, development and administration of their local affairs while maintaining sufficient linkages between the centre and the periphery.

To enhance democratic governance and delivery of quality service at the local level and facilitate the flow of information between community level and national level, the government has put in a new organisational framework (Fig. 4).

**Fig.4: Institutional Arrangement and Information Flow**

The new features of this framework (Fig. 4) include the following:

- The establishment, at the national level, of Sector Advisory Groups (SAGs), which are teams of technical experts comprising government employees, representatives of NGOs and the private sector. SAGs will provide professional and technical advice to government ministries and Cabinet through the Ministry of Finance and National Planning (MoFNP) and its portfolio units of the Planning and Economic Management Department (PEMD), Central Statistical Office (CSO), the Auditor General (AG) and the Budget Office (BO).

- Establishment of the National Development Coordinating Committee (NDCC) which will be chaired by the Secretary to the Cabinet and will be responsible for making policy recommendations to Cabinet. The NDCC will also oversee overall monitoring and evaluation of government programmes.

- The active participation of research institutions in furnishing research findings and recommendations to government for policy development.
• The active and practical involvement of the Ward Development Committees (WDC), Resident Development Committees (RDCs), Area Development Committees (ADCs), NGOs including Community Based Organisations (CBOs) and the private sector in local development processes. Their participation and involvement will be through the District Development Co-coordinating Committees (DDCC) and District Councils.

The planned organisational and institutional framework is intended to empower local communities by devolving decision-making authority, functions, and resources from the centre to the lowest level with matching resources in order to improve efficiency and effectiveness in the delivery of services. The idea is to design and implement mechanisms to ensure a “bottom-up” flow of integrated development planning and budgeting from the district to the central government. Consequently, the priority activities will be targeted at developing the capacity of councils and communities in development planning, financing, coordinating, and managing the delivery of services in their areas.

9.0 ENERGISING MDGS IN CHIPATA
The Chipata Municipal Council (2005) conducted an energy assessment of the district and their findings indicated that the currently available energy sources included hydropower, solar, biomass and petroleum. The Zambia Electricity Supply Corporation (ZESCO), a parastatal company, is the sole supplier of hydropower to the district through the national electricity grid. Government agencies, NGOs and the private sector are involved in the small-scale supply of decentralised electricity using solar power. Petroleum products are mainly supplied by the private sector. Natural forests and woodlands are the main sources of woodfuel (biomass) in the district. However, the availability of and access to these energy sources are not uniform for the residents of Chipata District.

9.1 Access to Energy Services in Chipata
The data in Fig.5 below shows that the majority of households (81%) in Chipata District are using wood for cooking, followed by charcoal (12%) and then electricity (6%). The use of wood for cooking is most common in rural areas, where electricity is not available.

Fig.5: Sources of Energy for Cooking

Source: Chipata Municipal Council (2005)
The data in Fig. 6 below shows that the majority of households in Chipata district are using paraffin (74.7%) for lighting, followed by candles (11.5%), and electricity (10.9%). Paraffin and candles are mostly used for lighting in rural areas and urban informal settlements where the majority of households do not have access to electricity. The use of solar power is very limited and mainly confined to rural areas and institutions such as schools and health centres in remote places.

Fig. 6: Sources of Energy for Lighting

<table>
<thead>
<tr>
<th>Energy Source</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Electricity</td>
<td>10.9%</td>
</tr>
<tr>
<td>Gas</td>
<td>0.2%</td>
</tr>
<tr>
<td>Solar</td>
<td>0.3%</td>
</tr>
<tr>
<td>Other</td>
<td>2.4%</td>
</tr>
<tr>
<td>Candle</td>
<td>11.5%</td>
</tr>
<tr>
<td>Paraffin</td>
<td>74.7%</td>
</tr>
</tbody>
</table>

Source: Chipata Municipal Council (2005)

On the other hand, data could not be found on the consumption patterns of electricity, woodfuel and petroleum products by other sectors such as commerce, transport, agriculture, services and industry.

9.2 **Constraints to Energy Access**

It has been shown above that access to modern energy services in Chipata District is quite limited and some of the contributing factors include the following:

- The cost of commercially available energy sources is very high and hence limits access to modern energy services.
- Low levels of electrification and frequent power interruptions.
- Inadequate availability and distribution of filling stations for petroleum products in the district.
- Low levels of investments in the energy sector with Zambians playing a very minimal role.
- Low purchasing power of Chipata residents due to low disposable incomes.
- Inadequate information on alternative energy technologies.
- High levels of poverty.
- High rates of deforestation, especially around settlement areas
- The Department of Energy is only located in Lusaka and there are no government functionaries for energy issues at the district and provincial levels.

It is quite clear that Chipata District faces enormous challenges in its effort to provide increased access to clean, modern energy services for purposes of meeting the MDG targets in the district.
9.3 Energising Development in Chipata

In the sections above it has been shown that Chipata requires modern energy services to power social economic development in the district, especially agricultural production and agro-based industries such as tobacco processing, cotton ginning and spinning, and textiles. Increased economic output is expected to improve the living standards of the people and thus enhance the prospects for attaining the MDGs by 2015.

The sections above have also shown that Chipata is endowed with ground water resources while its rain-fed agricultural production is greatly hampered by frequent droughts. The district certainly needs increased energy services for irrigation to boost agricultural productivity. This should lead to increased incomes and food supply and thus significantly contribute to the attainment of the MDG of eradicating extreme poverty and hunger. Energy is also required for pumping water for domestic consumption and thus reduce the exposure of the population to contaminated water. This is needed if the MDG of reducing child mortality has to be achieved. Good nutrition and water availability are essential for prolonging the life of people living with HIV/AIDS and are receiving anti-retroviral therapy. Improved incomes should make insecticide-treated mosquito nets affordable for mothers and children living in malaria-endemic areas of Chipata.

The vast and growing rural population of Chipata requires schools and health facilities to reduce the currently high levels of illiteracy, morbidity and mortality. These educational and health facilities have to be supplied with modern energy services for them to serve as effective tools for attaining the MDGs of reducing child mortality, improving maternal health and achieving universal primary education. Improved health and education are also essential elements in ensuring that the MDG targets for promoting gender equality and empowering women are met.

In the African context, the high dependence on biomass fuels for cooking in Chipata implies that it is women who have to collect and cook with woodfuel for the household. These domestic chores eat into women’s productive time and output while exposing them to high levels of indoor air pollution. Infants tied on their backs are also equally exposed to the pollution from the combusting woodfuels during cooking. Additionally, heavy dependence on woodfuel leads to deforestation and increased emissions of greenhouse gases that cause global warming. Consequently, clean alternative energy sources should assist in achieving the MDGs pertaining to gender equality, child and maternal health, as well as environmental sustainability.

It is certainly evident that socio-economic development that should lead to the attainment of the MDGs in Chipata will not take place without significant investments in clean modern energy services. Under the five year (2006 - 2010) Chipata District Development Plan, the planned options for increased access to energy services include the extension of the national hydro-electricity grid and solar power. However, Chipata district must have other modern energy options outside these two. The Department of Energy, through a consultancy (Chiwele, 2005), established that there was potential in Chipata for the exploitation of renewable energy sources such as mini-hydros, biogas, bio-diesel and ethanol.

Even though energy planning has not been decentralised to district level in Zambia, implementation of the energy options that are required for Chipata District to meet the MDG targets is supported by national policies as contained in the 2005 Draft National
Energy Policy and the Fifth National Development Plan of Zambia (2006 - 2010). These include the policies aimed at integrating energy in development planning, promoting rural electrification for irrigated agriculture, developing capacity for implementation of renewable energy technologies and promoting appropriate alternatives to woodfuel.

10. CONCLUSION
This report has demonstrated that past development policies have not been successful in alleviating poverty in Zambia and Chipata District in particular. Consequently, the attainment of the MDGs still remains a major challenge for the people of Chipata. There is, however, hope that the current socio-economic malaise can be reversed if Chipata Municipal Council fully implements its District Development Plan for the period between 2006 and 2010. Some of the main tenets of this plan include rural development, capacity building in development planning at the district level and provision of additional energy services for the planned development projects. Fortunately, the E-MINDSET project focuses at strengthening the capacity of local communities in implementing energy-driven development planning for the attainment of the MDGs. The partnership between the E-MINDSET project and Chipata Municipal Council promises, therefore, to bring enduring socio-economic benefits to the people of Chipata.

11. REFERENCES