Local Government
Association of Zambia

LOCAL AUTHORITIES GUIDE FOR ASSESSING AND IMPROVING MUNICIPAL SERVICE DELIVERY

A Gender-Responsive and Inclusive Framework for Local Authorities in Zambia

FCM FEDERATION OF CANADIAN MUNICIPALITIES FÉDÉRATION CANADIENNE DES MUNICIPALITÉS

In partnership with Canada

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FOREWORD

Effective municipal service delivery is the cornerstone of sustainable development and the bedrock upon which resilient and prosperous communities are built. As Zambia steadily advances its decentralisation agenda, local authorities are increasingly called upon to take up greater operational mandates. To succeed, our Local authorities must possess robust, practical, and systematic mechanisms to evaluate their performance, bridge existing gaps, and meet the evolving needs of our citizens.

It is against this backdrop that the Local Government Association of Zambia (LGAZ) is proud to present the *Local Authorities Guide for Assessing and Improving Municipal Services*. This toolkit arrives at a pivotal juncture in our nation's legislative history, aligning seamlessly with the Government's revised National Decentralisation Policy. By translating high-level national policy into actionable, ground-level strategies, this guide provides our municipal leaders and staff with step-by-step actions to translate the devolution of authority into tangible social and economic progress.

Crucially, this knowledge product champions a standard of public service that is both inclusive and gender-responsive. Through the vital support of the *Partnership for Municipal Innovation – Women in Local Leadership (PMI-WILL)* project, this toolkit embeds Gender Equality and Social Inclusion (GESI) principles directly into the operations of our local authorities. True civic transformation cannot occur if vulnerable or historically marginalized groups are left out of service planning; this guide firmly corrects that imbalance.

The valuable methodologies contained herein - including participatory accountability frameworks like the Community Score Card - were tested and enriched by the practical realities of our five participating local authorities: Chifunabuli, Kafue, Kasama, Lunte and Nakonde. The lessons learned from these diverse local authorities prove that when data-driven assessment is paired with political will, municipal performance drastically improves.

I urge all Town Clerks, Council Secretaries, Mayors, Council Chairpersons, and municipal technocrats across Zambia to fully adopt and institutionalize this guide. Let us utilize this resource not merely as a reference document, but as a dynamic driver for continuous institutional self-assessment, localised accountability, and socio-economic transformation.

Together, let us build prosperous, more resilient, and fundamentally equitable local authorities that reliably serve every Zambian

Mpatanji Namumba (Ms)
Executive Director
Local Government Association of Zambia

ACKNOWLEDGEMENT

The **Local Government Association of Zambia** (LGAZ) wishes to express its profound gratitude to the numerous individuals, institutions, and partners whose expertise, dedication, and shared vision made the development of the ***Local Authorities Guide for Assessing and Improving Municipal Services*** possible. This knowledge product stands as a testament to collective action aimed at driving socio-economic transformation and devolution by strengthening local capacity to deliver inclusive, gender-responsive services.

Special recognition goes to the **Federation of Canadian Municipalities** (FCM) for their steadfast partnership and strategic technical support through the **Partnership for Municipal Innovation - Women in Local Leadership** (PMI-WILL) project. This initiative has been instrumental in strengthening the service delivery capacities of local authorities.

We extend our deepest appreciation to the Government of Canada, acting through **Global Affairs Canada** (GAC), for providing the financial resources that powered this initiative. Their global commitment to gender equality and social inclusion remains a powerful catalyst for sustainable civic transformation in Zambia.

Our sincere thanks go to the **Ministry of Local Government and Rural Development** (MLGRD). Their proactive political will and policy guidance ensured this toolkit remains highly relevant within the broader Zambian legislative framework, specifically aligning with the National Decentralisation Policy.

We are heavily indebted to the five local authorities participating in the PMI-WILL project: **Chifunabuli, Kafue, Kasama, Lunte, and Nakonde** Councils. Your ground-level insights and active participation form the core substance of this practical toolkit.

Finally, we commend the LGAZ Secretariat and the dedicated PMI-WILL Project Staff for their contributions and unwavering commitment to producing a standard-setting resource that will empower local authorities and the communities they serve.

Mpatanji Namumba (Ms)
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TABLE OF CONTENTS

TABLE OF ACRONYMS

Acronym	Full Meaning
CDF	Constituency Development Fund
CSO	Civil Society Organization
FCM	Federation of Canadian Municipalities
FGD	Focus Group Discussion
GESI	Gender Equality and Social Inclusion
GRZ	Government of the Republic of Zambia
IDP	Integrated Development Plan
KII	Key Informant Interview
LGAZ	Local Government Association of Zambia
M&E	Monitoring and Evaluation
PMI-WILL	Partnerships for Municipal Innovation – Women in Local Leadership
SOP	Standard Operating Procedure
WDC	Ward Development Committee

1.0 INTRODUCTION

Local authorities in Zambia play a central role in delivering essential municipal services that underpin public health, local economic development, and overall quality of life. These services - including waste management, water and sanitation, roads, markets, and regulatory function - represent the primary interface between local authorities and citizens.

Despite this mandate, many local authorities face challenges in systematically assessing service delivery performance, identifying priority gaps, and using evidence to inform planning, budgeting, and resource allocation. In the absence of structured assessment systems, decisions are often based on incomplete information, resulting in inefficient use of resources, persistent service delivery gaps, and limited accountability to communities.

This guideline responds to this challenge by providing a structured, practical, and standardised approach for assessing and improving municipal service delivery. It enables local authorities to move beyond ad hoc assessments towards a consistent system of evidence generation, analysis, and use.

The guideline is aligned with Zambia's decentralisation framework and integrates key cross-cutting principles, including Gender Equality and Social Inclusion (GESI), environmental sustainability, and participatory governance. It is designed as both a technical and operational tool to support local authorities in strengthening service delivery performance and responsiveness to community needs.

This guideline is designed to be implemented in conjunction with the Community Scorecard (CSC) Guide developed by the Local Government Association of Zambia (LGAZ). While this guideline provides the technical framework for measurement, analysis, and integration into planning and budgeting, the CSC Guide operationalises citizen participation, validation of findings, and joint prioritisation of service delivery improvements. The two tools are complementary and must be applied together as an integrated system.

1.1 Purpose of the Guideline

The purpose of this guideline is to provide local authorities with a standardised, evidence-based framework for assessing, prioritising, and improving municipal service delivery.
Specifically, the guideline enables local authorities to:

1. Generate reliable and comparable data on service delivery performance across key dimensions.
2. Identify service delivery gaps, inequalities, and underlying causes.
3. Prioritise interventions based on impact, feasibility, and equity considerations.
4. Integrate evidence into planning, budgeting, and resource allocation processes.
5. Monitor performance over time and support continuous improvement in service delivery outcomes.

By strengthening the link between data, decision-making, and implementation, the guideline supports more efficient, accountable, and responsive local governance.

1.2 How to Use the Guideline

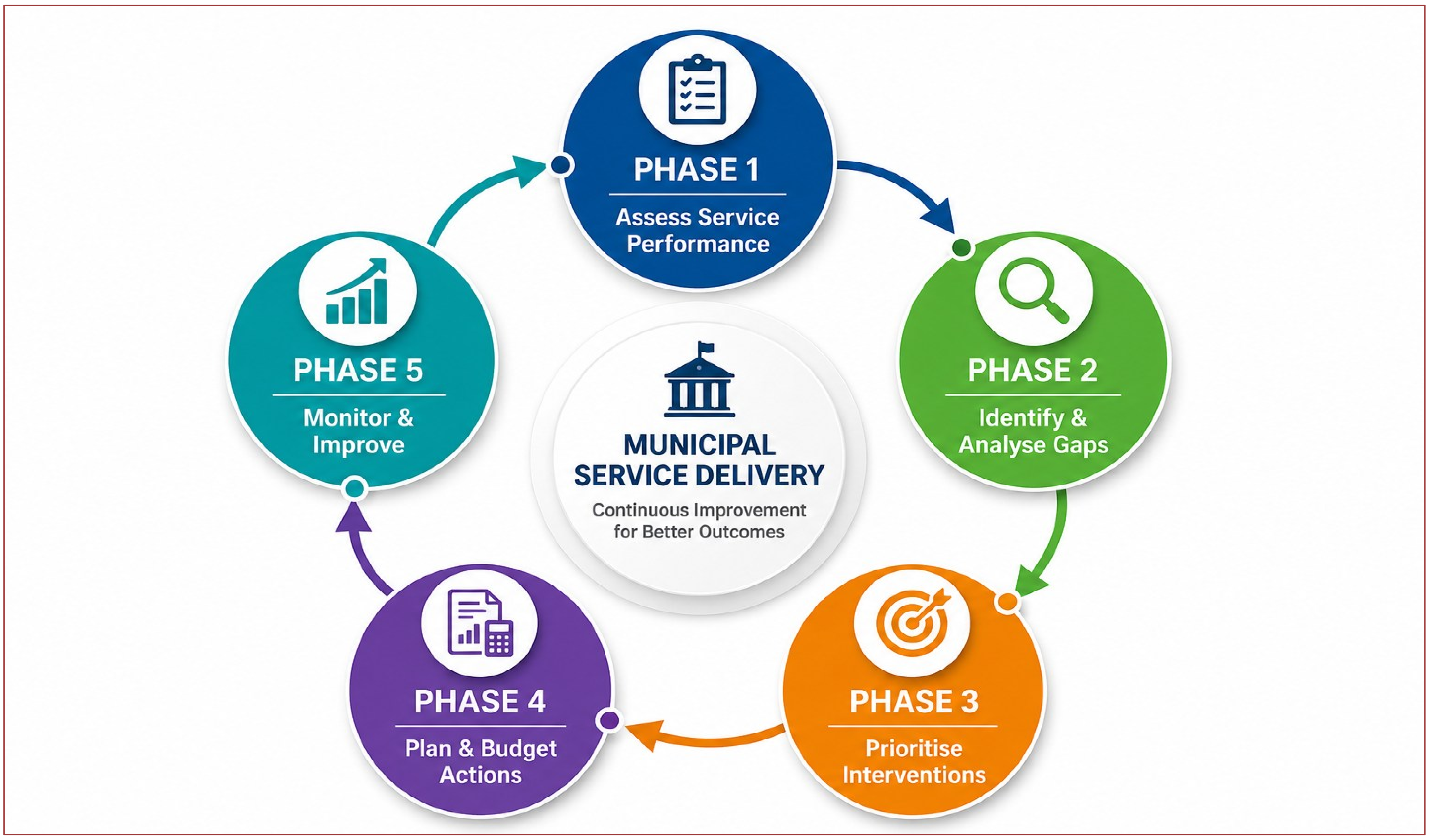
This guide is designed as a practical, cyclical management tool to support evidence-based planning, budgeting, and the continuous improvement of municipal service delivery. It should be applied across the entire local governance system, with clearly defined roles, responsibilities, and decision points.

Local authorities are required to apply this guideline through a structured five-phase cycle that is fully integrated into existing planning and financing processes. These include Integrated Development Plans (IDPs), annual work plans and budgets, and Constituency Development Fund (CDF) allocations.

The application of this guide is not a standalone exercise; rather, it is an integral part of local authorities' core planning and performance management system.

1.3 Application Workflow (End-to-End Process)

The guideline follows a continuous improvement cycle in which each phase builds on the previous one and informs subsequent decision-making.



Phase	Purpose	Key Activities	Outputs	Decision Question
Phase 1: Assess Service Performance	Generate baseline evidence	Data collection, scoring, validation	Service performance scores	What is the current performance?
Phase 2: Identify & Analyze Gaps	Diagnose issues	Gap analysis, inequality assessment	Gap analysis report	What is not working and why?
Phase 3: Prioritise Interventions	Select actions	Apply prioritization criteria	Ranked interventions	What should be addressed first?
Phase 4: Plan & Budget Actions	Formalize actions	Integrate into plans and budgets	Approved plans and budgets	What will be funded?

1.4 Integration of Gender Equality and Social Inclusion (GESI)

Gender Equality and Social Inclusion (GESI) shall be integrated across all five phases of the Municipal Service Delivery Assessment and Improvement Framework.

In Phase 1: Service Delivery Assessment: data disaggregated by sex, age, disability, and location shall be collected and analysed to identify disparities in service access, quality, coverage, and outcomes among different population groups.

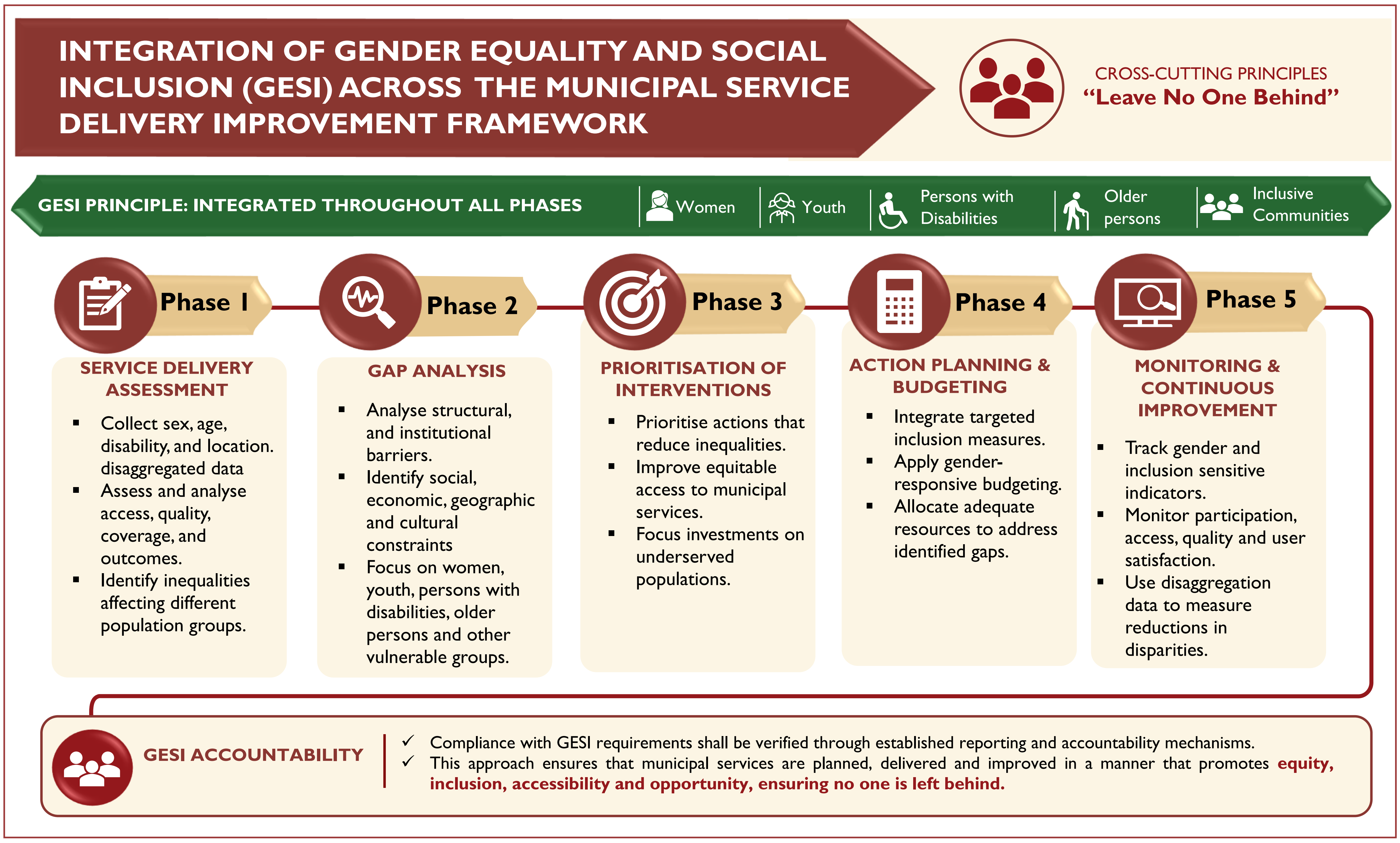
In Phase 2: Gap Analysis: particular attention shall be paid to identifying the structural, social, economic, geographic, institutional, and cultural barriers that affect women, youth, persons with disabilities, older persons, and other marginalised groups, including those experiencing multiple and intersecting forms of disadvantage.

In Phase 3: Prioritisation of Interventions: proposed actions shall be assessed based on their potential to address identified inequalities, improve equitable access to services, and enhance outcomes for underserved populations.

In Phase 4: Action Planning and Budgeting: Local Authorities shall incorporate targeted inclusion measures and apply gender-responsive and socially inclusive budgeting approaches to ensure that adequate resources are allocated to address identified gaps.

In Phase 5: Monitoring and Continuous Improvement: progress shall be tracked using gender- and inclusion-sensitive indicators, supported by data disaggregated by sex, age, disability, and location. This will assess participation, service access, quality, user satisfaction, and reductions in service delivery disparities. This integrated approach ensures that equity and inclusion considerations inform decision-making throughout the entire service delivery improvement cycle and that no one is left behind.

Compliance with GESI requirements shall be verified through established accountability and reporting mechanisms. This approach ensures that municipal services are planned, delivered, and improved in a manner that promotes equity, inclusion, accessibility, and equal opportunity, ensuring that no one is left behind.



1.5 Integration into Planning and Budget Cycles

To ensure practical application, local authorities shall align the assessment process with existing planning and budgeting timelines.

Planning Instrument	Application of the Guideline
Integrated Development Plans (IDPs)	Use Phases 1–3 to inform long-term priorities
Annual Workplans & Budgets	Translate priorities into funded activities
Constituency Development Fund (CDF)	Allocate resources based on validated community needs
Performance Reviews	Use monitoring results to inform future planning

Instruction:

Local authorities shall complete Phases 1–3 **before finalizing annual budgets**, ensuring that all resource allocation decisions are evidence-based.

1.6 Roles and Responsibilities in a multi-sectoral framework

Review assessment reports and service improvement plans, verifying compliance with procedural and GESI requirements, and certifying GESI compliance before submission for approval.

Actor	Lead/Support Role	Key Responsibilities Across Phases
Council Secretary	Approval / Certification	Review assessment reports and service improvement plans; verify compliance with procedural and GESI requirements; certify GESI compliance before submission for approval.
Local Authority Management	Oversight / Approval	Provide strategic leadership and oversight; approve assessment findings, priorities, action plans, budgets and GESI compliance certification; ensure adequate resources are allocated to address service delivery and inclusion gaps.
Councillors	Oversight / Representation	Represent community interests; validate community priorities; participate in consultations; approve service improvement plans and budgets; monitor implementation and ensure accountability to citizens and vulnerable groups.
Planning Unit	Lead / Coordination and Compliance Verification	Coordinate the overall assessment and improvement process; design methodology; ensure collection and analysis of sex-, age-, disability-, and location-disaggregated data; verify compliance with GESI requirements; integrate priorities into IDPs, annual work plans and budgets; coordinate monitoring, reporting and learning.
Technical Departments	Support / Implementation	Provide sector-specific data and technical expertise; validate findings; identify service delivery and inclusion gaps; design and implement

		interventions; monitor sector performance and report progress against agreed indicators.
Community Development Unit	Lead / Participation, GESI and Compliance Monitoring	Facilitate community engagement processes; ensure meaningful participation of women, youth, persons with disabilities, older persons and other vulnerable groups; coordinate GESI mainstreaming across all phases; prepare GESI compliance reports and recommendations for certification.
Ward Development Committees (WDCs)	Support / Community Mobilisation and Validation	Mobilise communities; identify local priorities; validate findings; support monitoring of implementation; ensure participation of marginalised and underserved groups.
Communities and Citizens	Participation / Social Accountability	Provide information and feedback; participate in assessments and consultations; validate findings and priorities; monitor implementation; hold duty bearers accountable for service delivery commitments.
Civil Society Organisations (CSOs)	Support / Facilitation and Independent Oversight	Support community mobilisation and participation; promote transparency, accountability and inclusion; provide independent feedback on service delivery performance and social inclusion outcomes.
Traditional Leaders	Support / Community Engagement	Facilitate community participation and consensus building; support mobilisation of local communities; encourage participation of underrepresented groups.
Development Partners and Cooperating Partners	Support / Technical and Financial Assistance	Provide technical assistance, capacity development, innovation, learning support and financial resources where appropriate.
Council Secretary	Approval / Certification	Review assessment reports and service improvement plans; verify compliance with procedural and GESI requirements; certify GESI compliance before submission for approval.

1.7 Operational Guidance for Users

Users should apply the guideline as follows:

1. Initiate the process during the planning cycle (before budgeting begins).
2. Follow all five phases sequentially, ensuring outputs from each phase are completed before moving to the next.
3. Use standardised tools and indicators provided in the annex to ensure consistency and comparability.
4. Apply triangulation (quantitative, qualitative, and participatory data) to strengthen evidence quality.
5. Ensure inclusion (GESI) by actively engaging vulnerable groups at all stages.
6. Document all decisions and justifications, particularly for service selection and prioritisation.
7. Integrate results into formal systems, rather than as standalone reports.
8. Repeat the cycle regularly (recommended annually or aligned to planning cycles).

1.8 Continuous Improvement Loop

This guideline is not a one-time exercise. It should be applied as a **recurrent cycle**, where:

- Monitoring results (Phase 5) → inform the next assessment (Phase 1)
- Lessons learned → improve future planning and service delivery
- Community feedback → strengthens accountability and responsiveness

The recurrent cycle results in a self-reinforcing system of evidence-based decision-making, adaptive management, and improved service delivery outcomes.

2.0 POLICY ALIGNMENT

This Guideline is aligned with Zambia's key governance, decentralisation, planning, and development frameworks to ensure that municipal service delivery assessments are not undertaken as stand-alone exercises but are fully integrated into existing planning, budgeting, implementation, monitoring, and accountability systems. The alignment strengthens evidence-based decision-making, promotes institutional accountability, and ensures that service delivery improvement efforts contribute directly to local and national development objectives.

2.1 National Decentralisation Policy and Decentralisation Implementation Plan (DIP)

The Guideline supports the objectives of the National Decentralisation Policy and the Decentralisation Implementation Plan (NDP-DIP) by promoting devolved decision-making, citizen participation, accountability, and responsive local governance. Through systematic assessment of municipal services, Local Authorities can generate evidence on service delivery performance, identify community priorities, and strengthen the capacity of local institutions to plan, implement, and monitor development interventions in line with the principles of decentralisation.

2.2 Local Government Act No. 2 of 2019

The Guideline is anchored in the Local Government Act No. 2 of 2019, which provides the legal framework for local governance and defines the mandate of Local Authorities in planning, regulation, service delivery, and citizen engagement. By linking municipal service delivery assessments to statutory functions, the Guideline strengthens institutional accountability, supports performance improvement, and enhances the ability of Local Authorities to fulfil their legal responsibilities effectively and transparently.

2.3 Integrated Development Plans (IDPs)

The Guideline directly supports Integrated Development Planning by providing a structured and evidence-based approach for assessing municipal service delivery performance and identifying service gaps. Assessment findings are intended to inform the formulation, review, and implementation of Integrated Development Plans, ensuring that development priorities, investments, and interventions respond to actual community needs and service delivery challenges. This strengthens the quality, inclusiveness, and effectiveness of local development planning.

2.4 Constituency Development Fund (CDF)

The Guideline complements the implementation of the Constituency Development Fund by providing an objective and evidence-based mechanism for identifying, prioritizing, and validating local development needs. Assessment findings can support the selection of projects and investments that address critical service delivery gaps, promote equitable resource allocation, and respond to priorities identified by communities, particularly in underserved and vulnerable areas.

2.5 Gender Equality and Social Inclusion (GESI) Frameworks

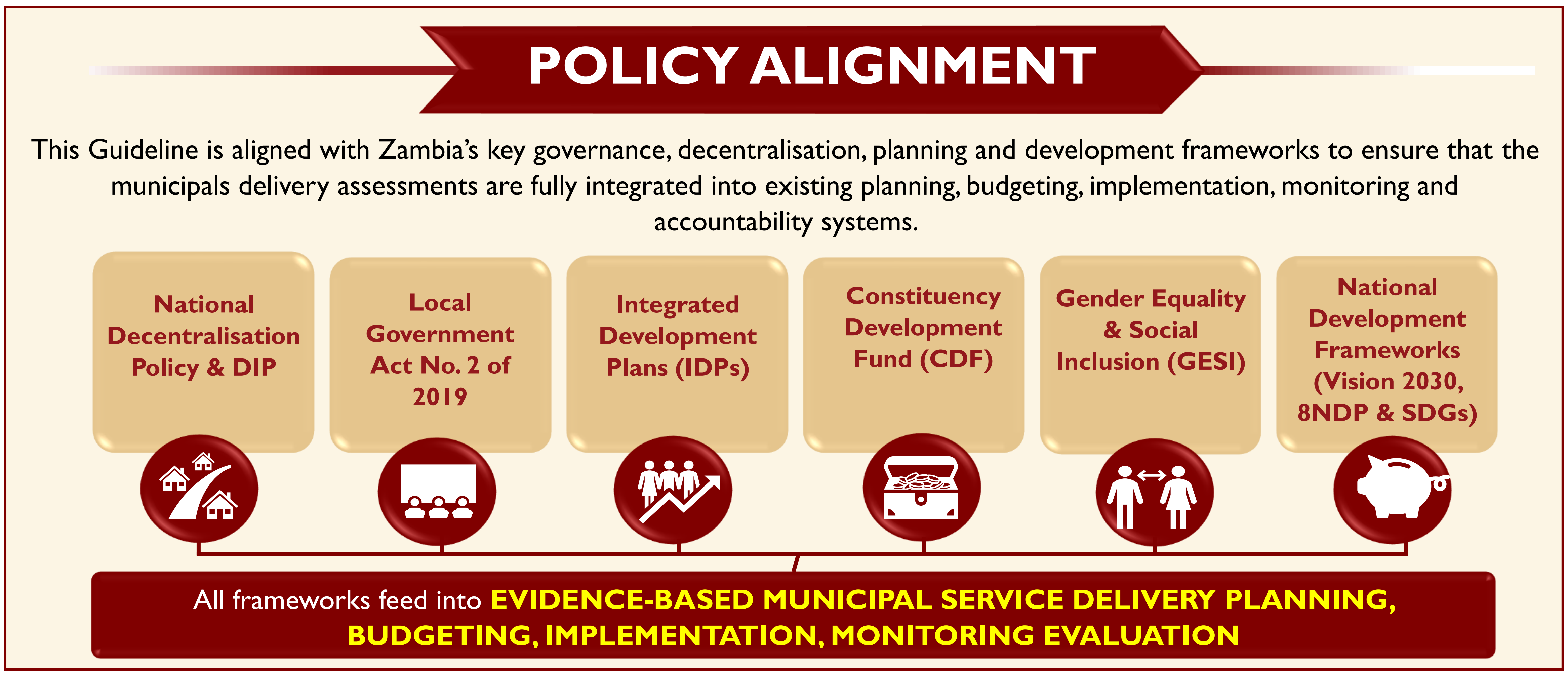
The Guideline is aligned with national and international commitments on Gender Equality and Social Inclusion by promoting equitable access to municipal services and ensuring the meaningful participation of women, youth, persons with disabilities, older persons, and other marginalised groups. Through the collection and analysis of disaggregated data and the integration of GESI considerations throughout the service delivery improvement cycle, the Guideline supports inclusive planning, equitable resource allocation, and the principle of leaving no one behind.

2.6 National Development Frameworks

This Guideline further contributes to the achievement of Zambia's broader development agenda, including:

- **Vision 2030**, which promotes inclusive socio-economic development, improved governance, and enhanced service delivery;
- **The Eighth National Development Plan (8NDP)**, which prioritises decentralisation, human development, improved public service delivery, and equitable access to social and economic services; and
- **The Sustainable Development Goals (SDGs)**, particularly Goal 5 (Gender Equality), Goal 10 (Reduced Inequalities), Goal 11 (Sustainable Cities and Communities), Goal 16 (Peace, Justice and Strong Institutions), and Goal 17 (Partnerships for the Goals).

By strengthening evidence-based planning, performance monitoring, accountability, citizen participation, and continuous improvement, the Guideline contributes to the achievement of national and global development outcomes at the local level.



3.0 OVERVIEW OF MUNICIPAL SERVICES

Municipal services refer to the essential public services that are provided, coordinated, or regulated by local authorities to ensure the well-being of communities and support local economic development. These services represent the primary interface between local authorities and citizens and are critical for maintaining public health, environmental sustainability, and socio-economic development.

Municipal services encompass both infrastructure-based services (such as roads, water, and waste management) and regulatory and social services (such as licensing, public health enforcement, and community development). Effective delivery of these services is central to achieving inclusive, safe, and resilient communities.

For this guideline, municipal services are grouped into key functional areas to support structured assessment, performance measurement, and comparative analysis across local authorities.

SERVICE AREA	KEY FUNCTIONS ASSESSED
Solid Waste Management	Household and commercial waste collection; street sweeping; waste transportation; disposal site management; waste segregation; recycling initiatives; environmental cleanliness
Water Supply & Sanitation	Borehole drilling and maintenance; access to safe water sources; water point management; sanitation promotion; hygiene education; coordination with water utilities
Licensing & Regulation	Issuance and renewal of trade licences; health permits; liquor licences; inspections; enforcement of by-laws; compliance monitoring
Markets & Trade	Market infrastructure development; allocation of trading spaces; market operations and maintenance; sanitation in markets; regulation of trading activities
Land & Planning	Land allocation; zoning enforcement; development control; building plan approvals; land use planning and management
Roads & Drainage	Construction and maintenance of feeder roads; grading; pothole repairs; drainage systems; stormwater management; road accessibility
Public Health Services	Environmental health inspections; sanitation enforcement; disease prevention; vector control; food safety inspections; public health campaigns
Social & Community Services	Early childhood education; community development programmes; support to vulnerable groups; gender and social inclusion initiatives
Burial Services	Cemetery management; burial of destitutes; maintenance of burial sites; regulation of burial practices
Agriculture & Extension Support	Coordination of extension services; farmer support; climate resilience initiatives; linkage to agricultural programmes
Local Economic Development	SME support; informal sector development; skills development; investment facilitation; local enterprise promotion
Commercial Services	Management of local authority-owned facilities; revenue-generating services; maintenance and operations of commercial assets

4.0 STANDARDISED ASSESSMENT FRAMEWORK

This section establishes a standardized framework for measuring, scoring, and comparing municipal service delivery performance across services, geographic areas, and population groups.

The framework ensures that all local authorities apply consistent definitions, indicators, scoring systems, and data collection approaches. This promotes comparability, transparency, and reliability of results, while supporting evidence-based decision-making.

The assessment framework combines **technical performance measurement** with **community-based feedback**, ensuring that service delivery is evaluated not only on availability, but also on quality, consistency, equity, and user experience.

4.1 Assessment Dimensions

Municipal service delivery is assessed across five core dimensions, which together provide a comprehensive and balanced understanding of performance:

Access – The extent to which services are physically, financially, and administratively reachable by the population

Quality – The degree to which services meet established technical, safety, and adequacy standards

Reliability – The consistency and continuity of service delivery over time

Equity – The fairness in distribution of services across population groups and geographic areas

User Satisfaction – The perceptions and experiences of users regarding service delivery

Efficiency – The extent to which services are delivered using available financial, human, and material resources in a cost-effective and timely manner while minimising waste and maximising value for money.

Effectiveness – The extent to which services achieve their intended objectives and deliver the expected outcomes and benefits for citizens and communities. These dimensions ensure that assessment goes beyond service availability to examine how services perform, who benefits are, and how they are experienced.

Importantly, performance must be interpreted across all dimensions. A service may demonstrate high access but still perform poorly if it is unreliable, unsafe, or inequitably distributed.

4.2 Scoring System

The Guideline adopts a unified five-point scoring system, harmonised with the visual emoji ratings presented in the Community Scorecard (CSC) Guideline, to ensure consistency across quantitative and qualitative assessment tools. This standardised approach simplifies data collection, interpretation, and communication of results at both local authority and community levels while maintaining methodological rigour through structured analysis and triangulation of findings.

Each service shall be assessed using a standardised five-point scoring scale, allowing results to be easily interpreted, compared, and communicated across local authorities and service areas. Each of the seven assessment dimensions—Access, Quality, Reliability, Equity, User Satisfaction, Efficiency, and Effectiveness—shall be scored independently before being aggregated to produce an overall service performance rating.

Score	Emoji	Rating	Interpretation
5	😄	Very Good	Service meets or exceeds standards consistently
4	🙂	Good	Minor gaps, generally performing well
3	😐	Just Ok/ Moderate	Acceptable but with notable weaknesses
2	🙁	Poor	Significant performance gaps
1	😡	Very Poor	Service largely inadequate or unavailable

Scores shall primarily be derived from quantitative survey data, administrative records, and verified field observations. Community Scorecards (CSCs) shall serve as the primary participatory assessment tool for capturing community perceptions, lived experiences, service priorities, and user satisfaction.

The CSC performs several important functions within the assessment process by:

- Capturing community perceptions and experiences of service delivery;
- Validating and explaining findings from quantitative and administrative data;
- Identifying and prioritising service delivery issues and community concerns;
- Facilitating dialogue, accountability, and joint problem-solving between communities and Local Authorities; and
- Promoting citizen participation and ownership of service delivery improvement initiatives.

The CSC process shall ensure the meaningful participation of women, youth, persons with disabilities, older persons, and other marginalised and vulnerable groups to ensure that assessment findings reflect diverse experiences and perspectives.

CSC findings shall not serve as the sole basis for statistical aggregation of service performance scores. Rather, they shall be used to validate, explain, and contextualise quantitative findings. Where significant discrepancies arise between CSC findings and quantitative, administrative, or observational data, Local Authorities shall undertake additional verification and reconciliation. Final scores shall be based primarily on verified quantitative and observational evidence, while CSC findings shall be used to validate, explain, and contextualise results.

This integrated approach ensures that service performance ratings reflect both objective evidence and community experiences, thereby strengthening the credibility, accountability, and usefulness of assessment findings.

4.3 Data Sources and Triangulation

The assessment uses a triangulated approach that combines multiple sources of evidence to ensure that findings are accurate, credible, and reflective of both technical performance and community experiences. By drawing on quantitative, qualitative, and observational data, Local Authorities are able to develop a comprehensive understanding of service delivery performance and validate findings across different sources. The primary data sources are:

- **Beneficiary Surveys** – Provide quantitative data on service access, quality, reliability, efficiency, effectiveness, equity, and user satisfaction.
- **Community Scorecards (CSC)** – Capture participatory assessments, community priorities, lived experiences, and perceptions of service delivery.
- **Administrative Data** – Provide records and performance information from Local Authority systems and service providers, where available.
- **Field Observations** – Provide direct verification of infrastructure conditions, service availability, functionality, and operational performance.

Triangulation enables Local Authorities to cross-validate findings, identify inconsistencies, and develop a balanced understanding of service delivery performance. Where inconsistencies arise between data sources, Local Authorities shall undertake additional verification and reconciliation. Quantitative evidence, administrative records, field observations, and community perceptions shall be treated as complementary sources of evidence, each contributing unique insights into service delivery performance and improvement opportunities.

4.4 Data Quality Assurance

To ensure that assessment findings are reliable, credible, and suitable for decision-making, Local Authorities shall implement data quality assurance measures throughout all stages of the assessment process.

Prior to data collection, Local Authorities shall:

- Apply appropriate sample sizes as outlined in Annex 1;
- Conduct comprehensive training of enumerators and supervisors; and
- Pilot-test all data collection tools to ensure clarity, relevance, and functionality.

During data collection, Local Authorities shall:

- Conduct daily reviews of completed tools;
- Undertake spot checks and back-checks to verify responses;
- Ensure completeness, consistency, and accuracy of collected data; and
- Monitor adherence to ethical standards and data protection requirements.

Following data collection, Local Authorities shall:

- Clean and validate datasets;
- Identify and correct inconsistencies and errors;
- Document all data adjustments and validation procedures; and
- Verify that sex-, age-, disability-, and location-disaggregated data are complete and adequately represented in the final dataset and analysis.

These measures help ensure that assessment findings are accurate, transparent, defensible, and suitable for planning, budgeting, monitoring, and decision-making.

4.5 Gender Equality and Social Inclusion (GESI)

This Guideline ensures that municipal service delivery assessments are inclusive, equitable, and responsive to the needs of all population groups. All assessment data shall be disaggregated by sex, age, disability status, and geographic location to facilitate the identification of service delivery disparities and exclusion patterns.

The assessment process shall actively promote the meaningful participation of women, youth, persons with disabilities, older persons, and other marginalised and vulnerable groups through beneficiary surveys, Community Scorecards, focus group discussions, and stakeholder consultations.

GESI shall be integrated throughout all five phases of the Municipal Service Delivery Assessment and Improvement Framework.

In **Phase 1: Service Delivery Assessment**, sex-, age-, disability-, and location-disaggregated data shall be collected and analysed to identify disparities in service access, quality, coverage, and outcomes.

In **Phase 2: Gap Analysis**, particular attention shall be paid to identifying structural, social, economic, geographic, and institutional barriers affecting excluded and underserved populations.

In **Phase 3: Prioritisation of Interventions**, proposed actions shall be assessed based on their potential to reduce inequalities and improve equitable access to services.

In **Phase 4: Action Planning and Budgeting**, Local Authorities shall incorporate targeted inclusion measures and apply gender-responsive and socially inclusive budgeting approaches to address identified gaps.

In **Phase 5: Monitoring and Continuous Improvement**, progress shall be tracked using gender- and inclusion-sensitive indicators, supported by sex-, age-, disability-, and location-disaggregated data, to assess participation, access, quality, satisfaction, and reductions in service delivery disparities.

No assessment report, service improvement plan, or budget shall be approved unless it demonstrates that GESI considerations have been adequately addressed and reflected in proposed interventions, resource allocations, and monitoring frameworks.

5.0 IMPLEMENTATION PROCESS

The municipal service delivery assessment is implemented through a structured five-phase cycle that enables local authorities to move systematically from evidence generation to service delivery improvement. The process follows a logical sequence:

Assess → Analyze → Prioritise → Plan → Monitor → Improve

Each phase builds on the outputs of the previous phase and feeds directly into local authority planning, budgeting, and performance management systems. The process is designed to be **repeatable**, allowing local authorities to continuously refine service delivery based on evidence and community feedback.

Summary of the Five Phases

Phase	Focus Area	Purpose	Key Output
Phase 1	Assess Service Performance	Generate baseline evidence	Service performance dataset and scores
Phase 2	Identify Service Gaps	Diagnose issues and inequalities	Gap analysis report
Phase 3	Prioritise Interventions	Select high-impact actions	Ranked priority interventions
Phase 4	Plan and Budget Actions	Integrate into formal systems	Approved plans and budgets
Phase 5	Monitor and improve	Track progress and adapt	Performance reports and improvements

5.1 Phase 1: Assess Service Performance

Phase 1 applies a triangulated data collection approach, combining quantitative (beneficiary survey), technical (field observation), and participatory (Community Scorecard) methods. These are implemented sequentially and integrated during analysis to ensure that findings reflect both technical performance and community experience. This phase generates baseline data across the five assessment dimensions, Access, Quality, Reliability, Equity, and User Satisfaction, which directly informs gap analysis, prioritization, planning, and monitoring. All activities in this phase shall be implemented using standardized tools and procedures contained in the Field Toolkit (Annex 1).

Step 1: Select Services for Assessment

The local authority shall begin by identifying and formally documenting the priority municipal services to be assessed. This step defines the scope and focus of the entire assessment. Service selection shall be guided by:

- Public importance (health, livelihoods, economic impact)
- Known performance challenges or complaints
- Budget significance
- Equity considerations (impact on vulnerable groups)
- Feasibility (data availability and capacity)

Instruction: Selection must be documented and approved before proceeding to subsequent steps.

Step 2: Establish a Fit-for-Purpose Assessment Team

The Planning Unit shall lead the formation and coordination of a multidisciplinary, service-responsive assessment team to ensure both technical and social dimensions of service delivery are adequately captured. The core team shall comprise:

- Director of Planning – Overall leadership and coordination
- Socio-Economic Planner – Methodology, data quality, analysis, scoring, reporting
- Community Development Officer – Stakeholder engagement and GESI integration

Technical members shall be included based on the services selected for assessment (e.g., Engineering, Public Health, Agriculture).

This flexible approach ensures that the team is **technically relevant, efficient, and aligned to service-specific requirements**.

Step 3: Define Scope and Coverage

The local authority shall define the scope and coverage of the assessment to guide implementation and ensure representativeness and comparability. This includes:

- Geographic coverage (wards, settlement types, underserved areas)
- Target population groups (including vulnerable groups)
- Service components to be assessed
- Timeline and implementation workplan

A clearly defined scope ensures that the assessment remains **focused, inclusive, and manageable**.

Step 4: Sampling Design and Sample Selection

For the Beneficiary Survey, the Local Authority shall apply a structured sampling methodology to ensure that survey findings are statistically valid, representative, and comparable across service areas and population groups. The sampling process shall follow the procedures outlined in Annex 1 and include:

- Defining the unit of analysis (households and/or individuals);
- Establishing the target population size (N);
- Determining the required sample size using the Yamane (1967) formula or approved sample size thresholds;
- Stratifying the sample across wards or other relevant geographic areas;
- Ensuring adequate representation of different population groups; and
- Undertaking random selection of respondents within each stratum.

To support practical implementation, particularly where technical capacity or population data are limited, Local Authorities may apply the standard sample size thresholds shown below as guidance:

Population Size	Sample Size
Small (<10,000)	250
Medium (10,000–50,000)	350
Large (>50,000)	450

These thresholds approximate sample sizes generated using the Yamane formula at a 95% confidence level and provide a practical basis for consistent implementation across Local Authorities. Where reliable population data are available and technical capacity permits, Local Authorities are encouraged to calculate sample sizes using the Yamane formula as provided in Annex 1.

Following determination of the overall sample size, respondents shall be allocated proportionately across wards based on their share of the target population. Within each ward, respondents shall be selected using random sampling procedures to minimise selection bias and improve representativeness.

To ensure inclusiveness, the sampling design shall seek adequate representation of women, youth, persons with disabilities, older persons, and other vulnerable or marginalised groups. Where necessary, purposive measures may be applied to ensure that these groups are sufficiently represented in the assessment.

In all cases, the calculated sample size shall be increased by approximately 5–10 percent to account for non-response, incomplete questionnaires, or data quality issues, thereby ensuring that the final dataset remains statistically robust and suitable for analysis.

For the community scorecard, participants shall be selected using a purposive (non-random) approach to ensure that discussions reflect informed perspectives and diverse community experiences. Participants should include service users, community leaders, and representatives of women, youths and vulnerable groups.

Each scorecard group should consist of 8–12 participants, with separate groups organized where necessary (e.g., women-only, youth, or persons with disabilities) to promote inclusivity and open participation. This approach ensures that the scorecard captures rich qualitative insights, validates survey findings, and highlights priority issues from the perspective of different community segments.

Step 5: Prepare and Adapt Data Collection Tools

The local authority shall adapt standardised tools from Annex 1 to ensure relevance to selected services while maintaining comparability. Tools include:

- Survey questionnaire
- Community scorecard tool
- Observation checklist

A pilot test shall be conducted and tools refined before full deployment.

Step 6: Training of Enumerators

Enumerators shall be trained to ensure consistency, accuracy, and adherence to ethical standards throughout the assessment process. Local authorities are encouraged, where feasible, to engage members of WDCs as enumerators, given their familiarity with local contexts and communities; however, care must be taken to maintain objectivity and avoid bias. Training shall cover the application of data collection tools, effective interview techniques, ethical protocols (including informed consent and confidentiality), and practical field simulations. Only enumerators who have successfully completed the training and demonstrated adequate competence shall be deployed for data collection.

Step 7: Data Collection

Data collection shall follow a structured and sequential approach to ensure logical flow, data quality, and effective triangulation:

Step 7.1: Beneficiary Survey (First)

The local authority shall conduct household surveys to generate quantitative baseline data on service delivery across the five assessment dimensions (Access, Quality, Reliability, Equity, and User Satisfaction).

Step 7.2: Field Observation (Second)

Field observations shall be conducted on the specific service delivery points associated with each selected service. These may include physical infrastructure (assets) or operational service environments, depending on the nature of the service being assessed.

For infrastructure-based services, observations should focus on the condition, functionality, and usage of assets (e.g., boreholes, roads, drainage systems, markets). For service or regulatory functions, observations shall assess operational conditions, compliance, and service delivery processes (e.g., market management, waste collection practices, inspection activities). This service-specific approach ensures that observation data accurately reflects actual service performance and complements survey and community scorecard findings.

Service Area	Observation Focus
Water Supply	Boreholes, water points, functionality, cleanliness
Roads & Drainage	Road condition, drainage flow, blockages
Solid Waste	Collection points, waste accumulation, disposal sites
Markets	Sanitation, infrastructure condition, occupancy
Public Health	Inspection practices, sanitation conditions
Burial Services	Cemetery condition, maintenance, accessibility

Step 7.3: Community Scorecard (Third)

The Community Scorecard shall be implemented after completion of the beneficiary survey and field observations to ensure that community discussions are informed by empirical evidence while allowing citizens to validate, challenge, and enrich the findings.

The scorecard process shall be conducted at ward level using structured facilitation and standardized tools aligned with the harmonized 1–5 scoring system. Participants shall be purposively selected to ensure representation of key service user groups, including women, youth, persons with disabilities, and other vulnerable groups. Where necessary, separate group sessions shall be conducted to promote inclusive participation and enable open expression of views. Each group should comprise 8–12 participants.

During implementation, facilitators shall guide participants through a structured process that includes:

(i) reviewing key service areas under assessment;
(ii) scoring service performance across the five dimensions (Access, Quality, Reliability, Equity, and User Satisfaction) using the standardized scale;

(iii) discussing and documenting reasons for the assigned scores; and
(iv) identifying and ranking priority service delivery issues based on community experience.

Following the scoring sessions, an interface meeting shall be conducted bringing together community representatives and local authority officials. This forum shall be used to compare community-generated scores with survey and observation findings, identify areas of convergence and divergence, and agree on a shared interpretation of service performance and priority actions.

Community Scorecard outputs, including scores, qualitative explanations, and ranked priorities, shall be systematically integrated into the overall analysis. These results shall be used to validate quantitative findings, explain observed performance patterns, and strengthen the identification of service delivery gaps.

Step 8: Data Quality Assurance

To ensure that assessment findings are accurate, reliable, and usable for decision-making**,** local authorities shall implement standardized data quality control measures throughout the data collection process. Core quality assurance measures will include**:**

- Daily review of completed questionnaires and tools by field supervisors
- Supervisor spot-checks and back-checks on a sample of respondents
- Application of data validation rules to detect inconsistencies and missing values.
- Enumerator debrief sessions to resolve challenges and clarify issues.

Step 9: Data Analysis and Validation

Data analysis can be undertaken using a range of statistical and data management tools depending on capacity and context. Advanced software such as SPSS supports complex statistical analysis, while digital data collection platforms like Kobo Toolbox enable real-time data capture and structured exports for analysis. These tools are useful in large-scale or highly technical applications.

However, given the operational realities of most local authorities—particularly constraints in software access and technical capacity—local authorities should consider using Excel as the primary tool to help analyze assessment data, as it provides a practical, accessible, and sufficiently robust platform for managing, analyzing, and visualizing both survey and Community Scorecard (CSC) data.

Within Excel, analysis shall be conducted through two complementary streams. For the beneficiary survey, quantitative analysis shall involve cleaning and preparing the dataset, followed by calculation of indicators across the five assessment dimensions: Access, Quality, Reliability, Equity, and User Satisfaction. Each response shall be converted into a standardized 1–5 score, and aggregated to produce indicator-level, dimension-level, and overall service performance scores. The dataset shall be disaggregated by ward, gender, and population groups to enable comparative analysis and identification of inequalities in service delivery.

For the Community Scorecard, analysis shall focus on aggregating scores across different community groups (e.g., women, youth, persons with disabilities) using the same 1–5 scale, ensuring alignment with the survey scoring system. In addition, qualitative data from discussions shall be reviewed to identify recurring themes, explanations for performance ratings, and context-specific challenges. This process shall generate perception-based service performance ratings and a ranked list of priority issues identified by communities. The combined outputs from both survey and CSC analyses shall then be triangulated within Excel, enabling local authorities to compare technical performance with community perceptions, validate findings, and produce clear, visual dashboards that support evidence-based planning and decision-making.

Validation

An internal local authority validation meeting shall be convened to review and confirm the assessment findings, bringing together key actors including the Planning Unit, relevant technical departments, and the Community Development Unit. During this session, participants shall collectively review the analyzed data and triangulated evidence to agree on the final service performance scores, identify and validate the most critical service delivery gaps, and confirm a prioritized set of issues that will inform subsequent planning and intervention design. This process ensures institutional ownership, technical accuracy, and alignment between data-driven findings and practical service delivery realities.

Output of Phase 1

At the completion of Phase 1, the local authority shall produce a comprehensive and validated evidence base to inform subsequent decision-making processes.

Key Outputs:

- Cleaned and verified baseline dataset
- Dimension-level performance scores (Access, Quality, Reliability, Equity, User Satisfaction)
- Ward-level and population-group comparative analysis
- Triangulated and validated service delivery assessment report
- Identified preliminary service delivery issues and patterns
- Evidence base for Phase 2 (Gap Analysis)
- Inputs for planning, budgeting, and prioritization processes

5.2 Phase 2: Identify Service Delivery Gaps

This phase focuses on understanding what is not working, where the problems are, and who is affected. The local authority compares current performance with expected standards, plans, and service targets. From this comparison, four main types of gaps are identified:

- **Coverage gaps** (people without access to services)
- **Quality gaps** (services below acceptable standards)
- **Reliability gaps** (services that are inconsistent or interrupted)
- **Equity gaps** (Differences in service access, quality, reliability, or outcomes between population groups, geographic areas, or other socio-economic categories.)

To better understand why these gaps exist, a local authority use survey data, community feedback, and administrative records. This helps explain both technical and social causes of service delivery challenges. CSC findings shall form a core input into the gap analysis, particularly in identifying perceived service delivery failures, inequities, and underlying causes from the perspective of service users.

Output:
A service delivery gap analysis report showing what is wrong, where it is happening, and why.

5.3 Phase 3: Prioritise Interventions

This phase enables Local Authorities to determine which service delivery issues should be addressed first, particularly where resources are limited. Building on the findings from the assessment and gap analysis phases, all identified service delivery gaps shall be consolidated and assessed using a set of agreed prioritisation criteria.

Each identified issue shall be evaluated based on:

- **Impact** – The number of people affected and the potential benefits of addressing the issue;
- **Urgency** – The severity of the problem and the consequences of delaying action;
- **Cost** – The estimated financial resources required to address the issue;
- **Equity** – The extent to which the intervention addresses disparities and benefits vulnerable, marginalised, or underserved populations; and
- **Feasibility** – The practicality of implementation, taking into account available resources, institutional capacity, and technical requirements.

Using a simple scoring matrix, each issue shall be assessed against the above criteria and ranked from highest to lowest priority. Priority interventions shall be informed by both technical analysis and Community Scorecard findings to ensure that decisions are evidence-based, responsive to community needs, and aligned with principles of equity and inclusion.

The prioritisation process shall be conducted in a transparent and participatory manner involving relevant stakeholders, including technical departments, councillors, Ward Development Committees, community representatives, and vulnerable groups where appropriate.

Output:
A ranked list of priority interventions, supported by documented prioritisation scores and stakeholder validation.

5.4 Phase 4: Plan and Budget Actions

This phase ensures that priority interventions are translated into actionable, funded, and accountable commitments within the Local Authority's planning and budgeting systems. Building on the prioritisation process, each intervention shall be developed into a clear action plan that specifies:

- **What will be done** (activities and outputs);
- **How much it will cost** (estimated budget requirements);
- **Who will be responsible** (lead department or implementing actor);
- **When it will be implemented** (timeframes and milestones); and
- **How progress will be measured** (performance indicators and targets).

Local Authorities shall ensure that planned interventions are aligned with available resources and integrated into relevant planning and budgeting instruments, including Integrated Development Plans (IDPs), annual work plans, budgets, and Constituency Development Fund (CDF) investments where applicable.

Particular attention shall be given to interventions aimed at addressing identified service delivery disparities and barriers affecting vulnerable, marginalised, and underserved groups. Where relevant, Local Authorities shall apply gender-responsive and socially inclusive budgeting approaches to ensure that resources are allocated equitably and contribute to reducing identified inequalities.

The action planning process shall involve relevant stakeholders to validate proposed interventions, confirm implementation responsibilities, and strengthen ownership of planned actions.

By linking assessment findings directly to planning and resource allocation processes, this phase ensures that identified service delivery gaps are translated into practical, measurable, and funded interventions.

Output:
A costed and prioritised action plan integrated into Local Authority plans, budgets, and implementation frameworks.

5.5 Phase 5: Monitor and Improve Services

This final phase focuses on tracking progress and ensuring continuous improvement in service delivery. The local authority monitors whether planned activities are being implemented and whether services are improving over time. This is done through regular performance reviews, typically on a quarterly and annual basis.

Monitoring also includes community feedback sessions to understand whether citizens are experiencing real improvements in services. Findings from monitoring are used to adjust plans, improve implementation, and address emerging challenges. This ensures that service delivery is not static but continuously improving. The entire process follows a simple and continuous cycle.

6.0 CONCLUSION

This Municipal Service Delivery Assessment and Improvement Guideline provides local authorities in Zambia with a practical, structured, and standardized framework for strengthening service delivery through evidence-based decision-making. By integrating quantitative data, community perspectives, and institutional insights, the guideline enables local authorities to move beyond ad hoc assessments toward a systematic and repeatable approach to performance management.

The five-phase cycle—Assess, Identify, Prioritise, Plan, and Monitor—ensures that service delivery challenges are not only identified but translated into actionable, funded, and trackable interventions. Importantly, the guideline embeds this process within existing planning and financing systems, including Integrated Development Plans (IDPs), annual budgets, and Constituency Development Fund (CDF) allocations, thereby strengthening coherence between evidence generation and resource allocation.

The emphasis on Access, Quality, Reliability, Equity, and User Satisfaction ensures that service delivery is assessed in a holistic and citizen-centered manner. By incorporating Gender Equality and Social Inclusion (GESI) principles, the guideline further ensures that the needs of vulnerable groups are systematically identified and addressed.

Equally critical is the guideline's focus on data quality, standardized methodologies, and participatory validation processes. These elements enhance the credibility of findings, promote transparency, and strengthen accountability between local authorities and the communities they serve.
When applied consistently, this guideline will support local authorities to:

- Improve the efficiency and effectiveness of service delivery
- Strengthen accountability and citizen trust
- Enhance planning and budgeting processes
- Promote equitable and inclusive development outcomes

Ultimately, the guideline establishes a foundation for a continuous improvement system in municipal service delivery—where data informs decisions, communities shape priorities, and local authorities deliver measurable results.

ANNEX 1: SAMPLING PROCESS

1.1 Purpose
To ensure that data collected is representative, reliable, and sufficient for decision-making.

1.2 Simple Rule of Thumb (if calculation not possible)
- Large districts (>100,000): **350–400 respondents**
- Medium (50,000–100,000): **250–350 respondents**
- Small (<50,000): **150–250 respondents**

1.3 Sampling Approach (Recommended)

Use **stratified sampling by ward**:
1. Divide population by wards
2. Allocate sample proportionally
3. Randomly select households/respondents
4. Ensure minimum representation per ward (≥10 where possible)

1.4 Field Checklist for Sampling
- ☐ Population data obtained
- ☐ Sample size calculated
- ☐ Ward allocation completed
- ☐ Random selection method agreed
- ☐ Replacement strategy defined

ANNEX II: ENUMERATOR TRAINING GUIDE

2.1 Training Objective

To ensure enumerators collect accurate, consistent, and ethical data.

2.2 Training Duration: 2–3 days

2.3 Training Content

- Overview of assessment objectives
- Understanding service delivery dimensions
- Review of data collection tools
- Interview techniques
- Ethical considerations (consent, confidentiality)
- Use of devices/tools (if digital)

2.4 Practical Sessions

- Role plays
- Mock interviews
- Tool practice
- Field pilot

2.5 Enumerator Checklist

- ☐ Understand questionnaire
- ☐ Can explain purpose to respondents
- ☐ Can record responses correctly
- ☐ Understand ethical requirements

ANNEX III: TRAINING MODULE ON GENDER EQUALITY AND SOCIAL INCLUSION (GESI) DATA COLLECTION

3.1 Purpose
The purpose of this module is to equip enumerators and supervisors with the knowledge and skills required to collect Gender Equality and Social Inclusion (GESI) data accurately, ethically, and respectfully. The module aims to ensure that assessment findings adequately capture the experiences, needs, and perspectives of women, youth, persons with disabilities, older persons, and other vulnerable or marginalised groups.

3.2 Learning Objectives
At the end of the training, participants should be able to:
- Understand key Gender Equality and Social Inclusion (GESI) concepts;
- Explain the importance of GESI in municipal service delivery assessment;
- Apply inclusive approaches when selecting and interviewing respondents;
- Collect sex-, age-, disability-, and location-disaggregated data accurately;
- Identify and address barriers that may prevent vulnerable groups from participating;
- Apply ethical principles when collecting sensitive information; and
- Facilitate inclusive participation during Community Scorecard processes.

3.3 Module Content
Session 1: Introduction to GESI
- Key GESI concepts and principles;
- Understanding vulnerability, exclusion, and intersectionality;
- The importance of GESI in municipal service delivery.

Session 2: Collecting Disaggregated Data
- Sex-disaggregated data;
- Age-disaggregated data;
- Disability-disaggregated data;
- Geographic and settlement-based disaggregation;
- Common data collection errors and how to avoid them.

Session 3: Inclusive Interviewing Techniques
- Communicating respectfully with diverse respondents;
- Interviewing persons with disabilities;
- Interviewing older persons;
- Interviewing women and youth;
- Managing language and literacy barriers;
- Ensuring privacy and confidentiality.

Session 4: GESI in Community Scorecards
- Ensuring diverse representation in scorecard meetings;
- Facilitating participation of marginalised groups;
- Managing power dynamics during discussions;
- Capturing diverse perspectives and priorities;
- Documenting GESI-related service delivery issues.

Session 5: Ethics and Safeguarding
- Informed consent;
- Confidentiality and privacy;
- Respect and non-discrimination;
- Managing sensitive disclosures;
- Referral procedures where appropriate.

3.4 Practical Exercises
- Inclusive role plays;
- Mock interviews with different respondent groups;
- Disability-inclusive communication exercises;
- Community Scorecard facilitation simulations;
- Review of case studies on exclusion and service delivery barriers.

3.5 Enumerator Competencies
Before deployment, enumerators shall demonstrate that they can:

☐ Collect disaggregated data accurately;

☐ Apply inclusive interviewing techniques;

☐ Engage vulnerable and marginalised groups respectfully;
☐ Facilitate inclusive participation during Community Scorecard sessions;
☐ Apply ethical and safeguarding requirements; and
☐ Identify and document GESI-related service delivery barriers and disparities.

3.6 Expected Output

Enumerators and supervisors are able to collect reliable GESI-sensitive data and facilitate inclusive assessment processes that accurately reflect the experiences and priorities of all population groups.

ANNEX IV: BENEFICIARY QUESTIONNAIRE

Purpose: To collect data on multiple municipal services in a single interview using a structured format across the five assessment dimensions: **Access, Quality, Reliability, Equity, and User Satisfaction**.

1. ENUMERATOR INTRODUCTION (READ VERBATIM)

Good morning/afternoon. My name is __________________ and I am working with [Name of Local authority].

We are conducting a municipal service delivery assessment to understand how services such as water, waste management, roads, and other local authority services are performing in this area.

The purpose of this exercise is to collect information that will help the local authority improve delivery service and better respond to community needs.

Your household has been selected as part of this assessment.

2. PURPOSE AND CONFIDENTIALITY (READ VERBATIM)

The information you provide will be used only for planning and improving services. Your responses will be kept confidential and will not be linked to your name or household.

There are no right or wrong answers — we are interested in your honest views and experiences.

3. VOLUNTARY PARTICIPATION (READ VERBATIM)

Your participation is completely voluntary. You are free to decline to answer any question or stop the interview at any time. The interview will take approximately 20–30 minutes.

4. CONSENT QUESTION (MUST BE ASKED)

Do you agree to participate in this survey?

☐ Yes → Proceed
☐ No → Thank respondent and stop interview

5. CONSENT RECORD (ENUMERATOR TO COMPLETE)

☐ Respondent agreed to participate

Signature/Thumbprint of respondent: ____________________

Date: ____

6. ENUMERATOR CONFIRMATION

Enumerator Name: __________________________________
Signature: ____
Ward: ____
Date: ____

SECTION A: RESPONDENT PROFILE

1. Sex:
   ☐ Male ☐ Female ☐ Prefer not to say
2. Age group:
   ☐ 18–24 ☐ 25–34 ☐ 35–49 ☐ 50+
3. Disability status:
   ☐ Yes ☐ No ☐ Prefer not to say
4. Main livelihood:
   ☐ Formal ☐ Informal ☐ Farming ☐ Unemployed ☐ Other: ______
5. Household size: ______
6. Ward: _____________
7. Settlement type:
   ☐ Urban ☐ Peri-urban ☐ Rural

SERVICE MODULE 1: [INSERT THE SERVICE YOU ARE ASSESSING]

"Now I would like to ask about **[INSERT THE SERVICE YOU ARE ASSESSING]** in your area."

ACCESS

1. Do you currently have access to this service in your area?
Please indicate whether your household can access or use this service in practice.
- ☐ Yes, I have access to this service
- ☐ No, I do not have access to this service
- ☐ Not sure / Cannot tell

2. How do you mainly access this service?
Please describe the main way your household uses or receives this service.
- ☐ Household connection (e.g., in-house water, waste pickup at home)
- ☐ Public facility (e.g., borehole, market, public toilet)
- ☐ Private provider (e.g., private water vendor, private waste collector)
- ☐ Informal means (self-provision, informal access)
- ☐ Not applicable
- ☐ Other (please specify): ________________________

3. How far is the nearest point where you can access this service?
Please estimate the distance from your household.
- ☐ Less than 500 metres
- ☐ Between 500 metres and 1 kilometre
- ☐ More than 1 kilometre
- ☐ The service is available within my household
- ☐ Not applicable

4. What are the main challenges that prevent you from accessing this service?
Please select all that apply based on your experience.
- ☐ The service is not available in my area
- ☐ The cost is too high
- ☐ The distance is too far
- ☐ Poor infrastructure or facilities
- ☐ Lack of information
- ☐ Discrimination or exclusion
- ☐ No challenges experienced
- ☐ Other (please specify): ________________________

RELIABILITY

5. How often is this service available when you need it?
Please indicate how frequently the service is actually available.
- ☐ Always available
- ☐ Available most of the time
- ☐ Available sometimes
- ☐ Rarely available
- ☐ Never available

6. Is this service delivered consistently as expected or scheduled?
Please consider whether the service follows a predictable pattern.
- ☐ Yes, always consistent
- ☐ Sometimes consistent
- ☐ Rarely consistent
- ☐ Never consistent
- ☐ Not sure / No schedule exists

7. When the service is interrupted, how long does it usually take to resume?
Please think about the most recent interruption.
- ☐ Same day
- ☐ Within 1–2 days
- ☐ More than 3 days
- ☐ More than 1 week
- ☐ The service is not usually restored

QUALITY

8. How would you rate the overall quality of this service?

Please base your answer on your personal experience.

☐ Very poor
☐ Poor
☐ Fair
☐ Good
☐ Very good / Excellent

9. What are the main quality problems you experience with this service?

Please select all that apply.

☐ Frequent breakdowns or failures
☐ Poor maintenance
☐ Unsafe or unhealthy conditions
☐ Insufficient capacity or overcrowding
☐ Poor workmanship or standards
☐ No major quality problems experienced
☐ Other (please specify): ___________________

10. To what extent does this service meet your household needs?

☐ Fully meets my needs
☐ Partially meets my needs
☐ Does not meet my needs
☐ Not sure / Not applicable

EQUITY

11. In your view, is access to this service equal for all groups in your community?

Please consider women, youth, elderly persons, persons with disabilities, and low-income households.

☐ Yes, access is equal for all groups
☐ No, access is not equal
☐ Not sure

12. If access is not equal, which groups are most affected?

Please select all that apply.

☐ Women
☐ Youth
☐ Elderly persons
☐ Persons with disabilities
☐ Low-income households
☐ People in remote or informal settlements
☐ Other (please specify): _________________________

SATISFACTION

13. Overall, how satisfied are you with this service?

Please rate your level of satisfaction.

☐ 1 – Very dissatisfied
☐ 2 – Dissatisfied
☐ 3 – Neutral / Fair
☐ 4 – Satisfied
☐ 5 – Very satisfied

14. Over the past 12 months, how has this service changed?

☐ The service has improved
☐ The service has remained the same
☐ The service has worsened
☐ Not sure / Cannot tell

FEEDBACK

15. What are the three main problems you face with this service?

Please mention up to two main problems based on your experience.

Response 1: ____
Response 2: ____
Response 3: ____

16. What improvements would you suggest to improve this service?

Response 1: ____

Response 2: ____

Response 3: ____

ANNEX V: FIELD OBSERVATION CHECKLIST

Purpose

The Field Observation Checklist is used to **verify the physical existence, functionality, condition, and usability of service infrastructure and delivery points**. It provides **objective, observable evidence** to complement survey data and Community Scorecard findings.

A. IDENTIFICATION DETAILS

Field	Description
Service Type	(e.g., Water, Waste, Roads, Lighting, Burial Services)
Facility/Asset Name	Name or description of site
Ward	Ward name/code
GPS Coordinates (Optional)	Latitude / Longitude
Date of Observation	DD/MM/YYYY
Enumerator Name	Name of observer
Type of Facility	☐ Public ☐ Private ☐ Community-managed

B. ACCESS (OBSERVABLE ACCESSIBILITY)

Indicator	Observation	Score (1–5)
Physical accessibility	☐ Easily accessible ☐ Moderately accessible ☐ Difficult to access ☐ Not accessible	
Distance/proximity	☐ Within settlement ☐ <500m ☐ 500m–1km ☐ >1km	
Operational availability	☐ Available ☐ Limited access ☐ Not available	
Barriers to access observed	☐ None ☐ Distance ☐ Cost ☐ Physical barriers ☐ Safety concerns	

C. QUALITY (CONDITION & STANDARDS)

Indicator	Observation	Score (1-5)
Physical condition	☐ Excellent ☐ Good ☐ Fair ☐ Poor ☐ Very poor	
Compliance with standards	☐ Fully compliant ☐ Partially ☐ Non-compliant	
Cleanliness/safety	☐ Clean & safe ☐ Acceptable ☐ Unsafe/dirty	
Adequacy/capacity	☐ Adequate ☐ Slightly inadequate ☐ Inadequate	

D. RELIABILITY (FUNCTIONALITY & CONTINUITY)

Indicator	Observation	Score (1–5)
Functionality	☐ Fully functional ☐ Partially functional ☐ Not functional	
Evidence of use	☐ Actively used ☐ Occasionally used ☐ Not used	
Maintenance status	☐ Well maintained ☐ Irregular maintenance ☐ No maintenance	
Signs of breakdown	☐ None ☐ Minor ☐ Frequent/major	

E. EQUITY (INCLUSIVENESS & DISTRIBUTION)

Indicator	Observation	Score (1–5)
Accessibility for PWDs	☐ Fully accessible ☐ Partially ☐ Not accessible	
Safety for vulnerable groups	☐ Safe ☐ Moderately safe ☐ Unsafe	
Location equity	☐ Well located ☐ Moderately distributed ☐ Unequally distributed	
Evidence of exclusion	☐ None ☐ Some ☐ Significant	

F. USER EXPERIENCE (PROXY OBSERVATION)

(Used where direct users are present or through observable usage patterns)

Indicator	Observation	Score (1–5)
User presence	☐ High usage ☐ Moderate ☐ Low/none	
Queue/waiting time	☐ None ☐ Short ☐ Long	
User interaction with service	☐ Smooth ☐ Some challenges ☐ Difficult	
Overall Score (Average)		

I. PHOTO EVIDENCE (RECOMMENDED)

☐ Photo taken

☐ No photo

ANNEX VI COMMUNITY SCORECARD TOOL

1. PURPOSE

The Community Scorecard is a **participatory assessment tool** used to:

- Capture **community perceptions of service delivery**
- **Validate and interpret survey findings**
- Identify **priority service delivery issues**
- Facilitate **dialogue and accountability** between communities and local authorities
- It complements (does NOT replace) the beneficiary survey.

2. SCORING SYSTEM

Score	Emoji	Rating	Interpretation
5	😄	Very Good	Service meets or exceeds standards consistently
4	🙂	Good	Minor gaps, generally performing well
3	😐	Just Ok/ Moderate	Acceptable but with notable weaknesses
2	🙁	Poor	Significant performance gaps
1	😡	Very Poor	Service largely inadequate or unavailable

📌 **Instruction to Facilitators:**

Explain the scale clearly using local language and examples before scoring begins.

3. SESSION STRUCTURE

Component	Description
Participants	8–12 per group
Groups	Separate where needed (women, youth, PWDs, mixed)
Duration	1.5–2.5 hours
Facilitator	Community Development Officer
Recorder	Enumerator / Note taker

4. SERVICE MODULE: [INSERT SERVICE NAME]

Introduction Script

"We are here to discuss how well [SERVICE] is working in your community. We will score different aspects of the service and agree on key problems and solutions."

5. DIMENSION-BASED SCORING

🟩 A. ACCESS

Guiding Question:

Can people access this service easily?

Indicator	Score (1–5)	Reasons (Why?)
Availability of service		
Distance/proximity		
Affordability		
Barriers to access		

👉 **Dimension Score (Average): _______**

🟦 B. RELIABILITY

Guiding Question:

Is the service consistent and dependable?

Indicator	Score (1–5)	Reasons
Frequency of service		
Consistency		
Downtime/interruptions		
Speed of restoration		

👉 **Dimension Score: _______**

🟧 C. QUALITY

Guiding Question:

Is the service of good standard?

Indicator	Score	Reasons
Condition of service		
Safety		
Adequacy		
User experience		

👉 **Dimension Score:** _______

🟪 D. EQUITY

Guiding Question:

Is the service fair for all groups?

Indicator	Score	Reasons
Equal access across groups		
Inclusion of vulnerable groups		
Geographic fairness		
Evidence of exclusion		

👉 **Dimension Score:** _______

🟫 E. USER SATISFACTION

Guiding Question:

Are people satisfied with the service?

Indicator	Score	Reasons
Overall satisfaction		
Trust in service provider		
Responsiveness to issues		
Perceived improvement		

👉 **Dimension Score:** _______

LOCAL GOVERNMENT ASSOCIATION OF ZAMBIA

IN PURSUIT OF QUALITY SERVICE