SUSTAINABLE LUSAKA PROGRAMME

ZAM/97/002

TERMINAL EVALUATION REPORT

-Draft

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Acknowledgement

Evaluation is an important activity in programme development and management. This terminal evaluation was commissioned by the SLP stakeholders with the intention of assessing the performance of the programme to determine how its sustainability could be conceptualized. In this connection, many people and institutions have been consulted and provided immense support to the evaluation process. The full list of all those who were consulted is attached as appendix 3.

List of Acronyms

AIDS	Acquired Immune-deficiency Syndrome
CBD	Central Business District
CBE	Community Based Enterprises
CBOs	Community Based Organizations
CCF	City Consultative Forum
DANIDA	Danish International Development Aid
DCU	Development Coordination Unit
DPP	Director of Physical Planning
EMIS	Environmental Management Information System
EPM	Environmental Planning and Management
GIS	Geographical Information Systems
GRZ	Government of the Republic of Zambia
HIV	Human Immune deficiency Syndrome
ILO	International Labour Organization
ISWGs	Issue-Specific Working Groups
JICA	Japanese International Cooperation Agency
LCC	Lusaka City Council
LGA	Local Government Act
MLGH	Ministry of Local Government and Housing
NEX	Agency Execution
NGO	Non-governmental Organizations
PROSPECT	Programme for Support for Poverty Elimination and Community Transformation
PS	Permanent Secretary
PUSH	Programme Urban Self-Help
RDC	Resident Development Committee
SCP	Sustainable Lusaka Programme
SHCF	Stakeholders Consultative Forum
SLP	Sustainable Lusaka Programme
SSP	Strategic Structure Plan
SYB	Start Your Business

UN   United Nations
UNCED   United Nations Conference of Environment and Development
UNCHS   United Nations Centre for Human Settlements
UNDP   United Nations Development Programme
US$ United States Dollar

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Background

The Sustainable Lusaka Programme in Zambia is part of the global Sustainable Cities
Programme, a joint programme of the UNCHS and the United Nations Environmental
Programme (UNEP). The SCP provides municipal authorities and their partners with
improved environmental planning and management capacity by building on the
principles of Agenda 21 of the United Nations and the local human resource as a key
partner.

In Lusaka, the programme was set up as a pilot activity in line with the worldwide SCP,
and was intended to support environmental improvements in the peri-urban human
settlements. It was expected that from the Lusaka case of the programme, it would be
possible to generate similar programmes in other urban systems of the country. So far,
only Kitwe municipality had started initiating a SCP activity. SLP has nonetheless
created noticeable structural changes to the way urban management was carried out in
Zambia, and results involving EPM approaches could be soon coming.

UNCHS is considered the initiator and guardian of the SCP and by extension, SLP. In
the Lusaka project, UNCHS initially demonstrated significant input in the formulation

of project document and even offered parallel funding for some activities. Gradually however, the agency's roles were constrained by inadequacy of funds, and apparent reluctance from UNDP and Ireland Aid to fund UNCHS activities. Many other partners however supported SLP including UNDP, Ireland Aid, GRZ, ILO, LCC and local communities.

This evaluation was conducted in order to establish the extent to which the SLP objectives have been achieved, how effectively the programme had run, the key constraints and its sustainability. The evaluation consultations were conducted by a team of two experts, one local and the other international, from 22nd November to 11th December 2001.

Main Findings

1.   Programme Concepts and Design

Findings
The SCP as founded by UNCHS and UNEP, based on Agenda 21 of the UN emphasizes the intertwining of development with environment. The programme has been a useful way to look at environmental planning and management of cities as it brought out strongly the concept of participation and partnerships.

The modifications made to SLP from the original EPM are considered a significant development paradigm shift; which turned the environmental management into an employment activity for the poor as well. Eventually the adopted approach made the SLP have a more sustainable outlook, even within the low-income communities.

The citywide consultations at the beginning of the programme enabled issues to be identified, conceptualized, prioritized and tailored to meet the actual needs of the communities in Lusaka. The sensitization process created capacity for EPM among many actors, and enabled the
programme to be designed more relevantly.

Recommendations

- There is greater need for international development agencies to readdress the subject of development methodologies. Such methodologies should be tailored to suit the unique local conditions and issues, even if that means abandoning the original idea, as was with SLP.

- Synergy rather than competition should be encouraged among development actors and partners, especially where many agencies and institutions are involved.

Partnerships and structural adjustments

Findings

Effective partnership requires good understanding of the structural constraints inherent in each partner. SLP's partnerships were often not smooth sailing because various institutions stuck to their norms and structures and did not prepare adequately for integration with others.

Partnerships require a level of team leadership for it to work well. In SLP, UNDP was the evident team leader. There is need for that leadership to be recognized right from the programme formulation to implementation. It is also imperative that the team leader wholly accepts the other partners and their roles, and the team leader maintains adequate technical competence so as to provide guidance to the programme. This was not very ably handed in SLP. In the case of SLP, probably UNCHS was better placed as the team leader in view of its experience with the EPM process, and the activities that were carried out.

Recommendations

- The roles played by the partners should be maintained within a clear management structure. All UN agencies should clearly recognize their mandates and seek for funds to support the relevant roles.

- There is need for clear pre-project definition of roles in partnership and recognition of specialization to avoid apparent confusion and competition in role execution.

Government as executing agency

Findings

The responsibility given to GRZ (MLGH) as the executing agency of the SLP was weakly handled, as there is no tangible policy action that evolved, nor any appreciable contribution made to the programme by the MLGH.

Recommendations
- Future roles of government or other local institutions as executing agency should be facilitated by the programme, and the expected outputs of the executing agency be clearly and measurably stated.
- For GRZ to form effective partnership with the rest of the development institutions, there is need to create a working structure which will enable personnel and resources to flow from government to the intended programmes.

LCC as the implementing agency

Findings

SLP was practically located within LCC but institutionally did not get integrated into the council because of the rigidity of LCC regulations and lack of adequate political support.

LCC as implementing agency of SLP provided minimal support to the programme although it recognized the key role the programme was providing in EPM in the peri-urban areas.

Recommendations
- LCC should do more to integrate and institutionalize programmes which are seeking its
  partnerships, and which are significantly geared towards improvement of the city.
- The inertia in personnel supporting the EPM processes in the peri-urban areas

should be

minimized through the creation of clear development coordination office at LCC.

Focus on poverty in peri-urban areas

Findings

SLP's focus in the high-density peri-urban areas was timely. It addressed issues such as poverty alleviation, which are currently addressed by GRZ and communities that were most vulnerable in the urban development scene. Disaggregating population by income groups and gender was important in focusing on the most affected groups in society, because it enabled the programme to address the most vulnerable groups.

Recommendation

- SLP's focus needs to be taken beyond the pilot communities. There is need for other

  programmes, which could enable the peri-urban communities, improve their livelihoods.
- The gender mainstreaming approach emphasized in SLP made the EPM more effective. This

  should be emphasized in all development activities where communities are to be
  involved.
- Further training on SYB should address more areas and people as is needed. This will give

  the poor more worth in the process of urban growth and development.

2. Institutionalization of SLP Processes

Findings

The SLP aimed to build and enhance institutional structures at community level as prerequisite for improved programme participation. This came out very well such that by the time pilot projects were being initiated, all the concerned communities had a RDC in place. These committees represented the people well in the SLP activities, and

therefore form a good case of institutional development.

The Local Government Act 1991 limits the institutionalization of the emerging development approaches and initiated by SLP. Although SLP is located within the council and in practical terms provided immense capacity and image building for the council, legally it has no place and cannot be replicated internally without some change to the LCC. While this has been the concern of the Stakeholders Consultative Committees for quite sometime, change still has to be effected
in the council establishment to enable programmes like SLP to have a development mandate.

Concentration of management at UNDP denied LCC and SLP a chance to develop capacity in financial management. This was the feeling from MLGH, LCC, SLP, and at community levels.

Recommendations
 • There is need to conceptualize and set up a development-oriented office for MLGH
    and the Local authorities like LCC. Such an office will enhance conceptual and
    methodological gauging of the development arena, provide fund raising capacity
    and coordinate development initiated with external funding partners.
 • To improve on partnerships and performance of government-seconded local staff to
    projects, there is need for a policy re-examination and proper valuation of inputs
    required so that the question of topping up staff emoluments to compare with
    partners on external aided projects is ironed out.
 • The local authorities should set up various ISWGs to enhance participation in
    development.
 • The community institutions and structures developed as result of SLP should be
    maintained and institutionalized by the LCC to improve participation in
    development.

• UNDP's stand on management needs to be more accommodating in order to enable
   institutionalization of its supported programmes.

- Ireland Aid, which has been one of the support institutions to the SLP both financially and technically, should be requested to support future efforts, which could enable the SLP initiated activities to be continued. LCC should take immediate action in presenting proposal for such required support before SLP initiative wanes.

3.   Programme

Implementation Programme

acceptance and application

Findings
The adoption and application of EPM is evident in the generated outputs such as the environmental profiles, formation of the ISWGs, 4evelopment of action plans and their implementation.

Recommendations
- The stakeholder consultative forums should b encouraged and pursued, as they are an important mechanism not only in raising publici and awareness, but also seeking some partnerships and trust of the communities and partn rs.

EPM communication and publicity

Findings
The SLP used various approaches, in particular SH F, publication of newsletter, drama, and radio programme, in undertaking advocacy and dissem ation of EPM information.

Recommendations
- A communication mechanism for promoting PM and community entrepreneurship development needs to be encouraged in the media, and if possible be run in conjunction with the local daily newspapers and radio. This will create increased awareness of the SLP advocated processes

4.Programme Achievements

Improved environmental management

Findings

The community solid waste management approach initiated by SLP made inroads into the compounds and had quite effectively moved waste to the designated collection points. Overall environmental improvement however had not been attained because the garbage was heaped at the midden boxes on the roadside.

Recommendations

- The management of waste collection by CBEs needs to be addressed as whole so that it does not create acrimony in the community when households are not able to pay. It is necessary for the LCC to address its responsibility on social services to the citizen even in the peri-urban areas so that it becomes the responsibility of LCC to pay the CBEs for waste collected, rather than the families.

Employment generation and community contracting

Findings

The concern with poverty alleviation as contained in SLP, and the development of community based enterprises, (CBEs), intertwined with EPM processes is an ingenious way to handle employment creation. SLP evolved a new concept albeit not fully taken to fruition during the programme period.

The concept of community contracting has evolved a new way of looking at EPM. This is not only new to the communities but also to central and local government management. The concept made the poor communities in the peri-urban areas view life more positively, and inculcated a sense of belonging to municipal administrative machinery, which ordinarily was very negative.

Recommendations

• The efforts made by SLP in community innovative employment generation should be encouraged and supported, as this was the main interface between the communities and LCC.

• The LCC should be committed to meeting its obligation in programme delivery. The unmet promises made to the various communities during the SLP activities do not augur well with the tenets of good governance and partnership.

Training and capacity building

Findings

SLP had a strong capacity building component at community level, which made the programme popular and successful.

Recommendations

- Capacity building for EPM should be intensified at various levels of urban management.
- The training materials generated by ILO and UNCHS should be reproduced locally in appropriate ways to enhance training without necessarily contracting these organizations.
- The training of EMIS and GIS needs to be done until competence is attained at LCC and MLGH. The EMIS training materials so far developed by UNCHS should adopted to local conditions to enable EMIS competence to widen.
- There is need for MLGH to evolve a proposal for EMIS training ad management at various
  levels so that competence is attained at all municipal levels. This at LCC level will ensure the equipment and software obtained from the SLP are well utilized.

Gender awareness in EPM and community empowerment

Findings

The implementation of the EPM processes involved sharing of development thoughts with all sectors in community, including gender and other special groups, that are normally ignored in the development process. Evaluation noted that the training addressed both men and women and the results of these were evident at the CBEs where both genders were actively involved.

The key output of the programme at community level has been that of creating economic empowerment through awareness creation, capacity building, and restructuring of societal

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perceptions. Through the strategies designed, a reasonable degree of programme delivery has been reached in the selected settlements.

Capacity building and training through SLP was successfully handled at community, and at citywide level, but dismally at LCC level.

SLP undertook programme activities, which demonstrated a high level of ingenuity. In particular community contracting and CBEs in waste management are considered very innovative outputs, which support the objectives of the programme very well.

EPM, which was the main objective of the SCP, has been accomplished conceptually and to some reasonable extent practically in the pilot programme activities. The key failure in this regard is really the fact that LCC could not meet its obligation to provide secondary transport, and SLP was not innovative enough to change strategies or partnerships, to help save the image of the pilot work on solid waste management.

Water and Sanitation
Programme work addressing water and sanitation had some commendable work on the side of training in water management, but water resource was still very scarce in most of the compounds.

Solid Waste Management

This was the top priority issue addressed by the SLP work. It is noted that sensitization on community management of waste, training, and the setting up of CBEs on solid waste management were effectively done in at least eight compounds. The overall situation however still remains unsatisfactory as waste was piling at the midden boxes.

Recommendations

• There is need to address further training to those who received the SYB training so that they can be empowered even more for community development.

• The CBEs in water and solid waste management need to be re-examined and developed further. The thorny issue of secondary transport should be built into the community -xv-

enterprise activities by having a willing and able partner to provide say a tractor and trailer, which could service a number of the compounds undertaking the waste activities.

• Water and sanitation were still a thorny issue in the livelihood and development of communities in the peri-urban areas. While on the short-term more boreholes managed through the CBEs are proposed, in the long-term there is need for a clear strategy, which will enable surface water to be transported from an appropriate river system to the city in order to meet the demands of increasing population.

5.   Programme Management

Findings

Programme management staff at SLP was lean and skewed towards the social sector. This made the operations of the programme a little bit constrained. Much of the work on solid waste management, water and sanitation required an engineering input.

SLP benefited from a number of consultancies, backstopping missions and specialized studies. Due to short programme period and frequency of the consultancies, the programme management may have missed out to put into use most of the report findings and proposals.

The fact that SLP worked with a determined end at 2001 in a way affected programme delivery in 2001.

SLP lacked financial management component. The location of financial management at UNDP denied the programme the opportunity to improve their capacity in financial management. This meant that SLP management could not even address issues of fundraising to support sustainability.

Local committees formed an important component in SLP administration. The stakeholder committee, the ISWGs and the RDCs all forged important participation fora, which supported SLP management.

Recommendations
- Programme conceptualization should include critical evaluation of management capacity so

  that the necessary technical support is included in the core administration structure.
- To improve on programme performance, clear institutionalization strategy is required at

  project document level.
- The committee system is to be encouraged in development partnerships because it creates a sense of belonging to all development actors. In particular, committees involving funding partners, programme management, NGOs and community representations are significant.

6.   Programme Constraints

Findings
The major constraint was the financial management. Evaluation notes that UNDP and Ireland Aid provided the funds for the programme. Although LSP was to manage the funds, it lacked financial management capacity and their role was taken by UNDP. The

long bureaucratic procedures in UNDP, contributed to the slow pace of the programme take-off and completion of activities.

Another limitation to the programme was personnel. Evaluation notes that the SLP was a broad programme to be managed adequately by only three officers. Moreover, the programme officers had an orientation to the social sector as opposed to the engineering sector. The staff secondments from MLGH and LCC towards the programme were not forthcoming and committed.

Recommendations
- Financial management of a programme should be given adequate attention as part of the management strategy. It is important that programme officers who have financial management skills be considered especially for the programme managers, and where this is not possible, an accounts officer be included in the programme personnel.
- The re is need to re-assess the financial management structure of UNDP in relation to programme activities so that supportive structures are put in place so as to reduce delay in funding of programme activities.

7.   **Programme Sustainability**

Findings
SLP,s sustainability looks bleak because no alternative financial sources have been sought yet.

The fact that SLP has not been institutionalized in LCC or MLGH makes it difficult to maintain its structure where funding is not available from UNDP.

The pilot activities initiated in the communities and especially the CBEs looked promising in changing the poverty conditions in the peri-urban areas. Their sustainability however looked weak in view of the fact that they had not been fully operationalized to demonstrate full results.

UNCHS as the initiator of EPM and SLP seemed to have key constraints in funding and could not meet all its obligations in time. This could affect future EPM activities.

Recommendations

• It is therefore imperative that funding partners support UNCHS to meet its obligations in programme methodology design and improvement, but at the same time, UNCHS should be more aggressive in raising funds of its own so that it can more comfortably give parallel support to most of its roles in the EPM processes.

• Replication processes for the capacity building and training at community level for both EPM and entrepreneurship development should be embarked on in other settlements of Lusaka and other municipalities. A proposal should be undertaken at MLGH and LCC levels to enhance wider replication.

CHAPTER ONE

1.0

INTRODUCTION

1.1   Background

1.1.1 The Sustainable Lusaka Programme (SLP) is part of the Sustainable Cities Programme (SCP) being implemented globally by the United Nations Centre for Human Settlements (UNCHS-Habitat). The SCP facilitates the strengthening and improving of planning and management capacities in municipal authorities and their partners in private, public and community sectors.

1.1.2 The Ministry of Local Government and Housing (MLGH) of the Government of the Republic of Zambia (GRZ) with the assistance of UNCHS, United Nations Development Programme (UNDP), Ireland Aid and DANIDA has since 1996 implemented the SLP. The programme aimed to support long term sustainable growth and development of Lusaka through the integration of environmental planning and management (EPM) and project implementation activities at

community level directed initially at disadvantaged communities, in order to reduce poverty and enhance overall economic development.

1.1.3 The SLP involved various stakeholders and communities of Lusaka in the formulation and implementation of issues, strategies and action plans in various sectors. Overall oversight responsibility for SLP was vested in the MLGH as the executing agency and the Lusaka City Council (LCC) as the implementing agency. However, a management unit comprising of three national professionals and support staff carried out the programme's day-to-day management. In addition, International Labour Organization (ILO), UNCHS and Ireland Aid provided technical support services in various aspects. It was expected that throughout the execution of SLP, systematic efforts were to be made to institutionalize the programme within LCC so as to facilitate the implementation of environmental infrastructure and service improvements. Based on the Lusaka experiences, a strategy would be prepared for replication in other urban areas in Zambia.

1.1.4 SLP's main focus was the high-density peri-urban areas where solid waste management and water supplies were critical. At the city level, there were two issue-specific working

groups (ISWGs), which brought together various professionals and stakeholders, who contributed into LCC decision-making processes; namely Water and Sanitation Working Group and Solid Waste Working Group. Their support and expertise to SLP activities were commendable although not clearly acknowledged by the government institutions.

1.1.5 The SLP was designed to demonstrate new approaches to environmental planning and management, which emphasize the principles of bottom-up planning, participation of various stakeholders including the communities in decision-making, building and using partnerships in urban activity development and management. The EPM processes also addressed the key issue of negotiation and consensus building as well as inter-activity and inter-sectoral coordination.

These are key tenets of the Habitat Agenda in the post1996 period, and express what are considered important elements in the concept of sustainable development.

1.2 Objectives of the Programme

1.2.1 The overall objective of SLP was to support measures aimed at reduction of poverty and to promote environmentally sustainable socioeconomic development and growth in communities, mainly those in peri-urban settlements in Lusaka. This was to be achieved through capacity building, enterprise promotion and development management and coordination, but more importantly, through the institutionalization of the EPM approach into LCC and possibly in GRZ. The specific objectives of SLP were:

i. To undertake participatory community environmental profiles in three outstanding squatter settlements.

ii. To carry out consultations so as to establish priority environmental issues, formulation of strategies and action plans, and in the processes sensitize the communities and build awareness on issues such as gender, HIV/ AIDS, health development and sustainable development.

iii. To assist in capacity building at community level to plan, implement and manage sustainable environmental programmes with popular participation of the -20-

community.

iv. To build and strengthen LCC capacity to plan, coordinate and manage urban development and growth with emphasis on community-based participation and improved cross-sectoral coordination of programmes and investments to enhance socioeconomic development in Lusaka on a long-term basis.

v. To develop a strategic development/environmental plan for Lusaka and to

strengthen capacities of communities at all levels (i.e., communities, NGOs, public and private sector) to facilitate implementation of development activities at the community level.

1.3   Scope of the Evaluation

1.3.1 The main focus of the evaluation was to examine the implementation of the programme so as to establish systematically the extent to which the programme objectives were achieved. Special emphasis was placed on programme management and the achievement of results as well as outcomes. In particular, evaluation was expected to outline the

successes of the programme, the gaps that existed in the institutional arrangements, what needs to be done to enhance success, especially with a view of up-scaling or replicating the programme and to facilitate effective policy formulation of urban development projects. Specifically, the evaluation assessed the above as they relate to:

(a) Project processes and effect;

(b) Implementation of SLP in Lusaka and the

outcomes; (c) Programme management;

(d) Institutionalization of the SLP processes;

(e) The lessons learnt and how they lead to viable recommendations for the
    programme activities; and

(f) Evolve recommendations for future improvements.

1.4   Evaluation Methodology

1.4.1 This is a terminal evaluation, and as such was based on seeking to understand if the

programme accomplished what was earmarked. As such the evaluation was done through various information gathering and collating processes. Evaluation

concentrated on a desk review of the programme documents including performance reports, stakeholder's working group minutes, workshop reports, technical evaluations, etc.

1.4.2 The second level of evaluation involved interviews with the representatives of stakeholders, particularly the UNDP, ILO, Ireland Aid, Government, LCC, ISWGs members and some of those who were consulted, beneficiaries, and individuals who had interacted with the programme. Through these interviews, useful information was obtained particularly on the management aspects, which gave a clear picture of the programme activities.

1.4.3 The evaluation team also undertook field trips to interview the Resident Development Committees (RDCs), solid waste collection enterprises and selected community members.

1.4.4 Two evaluators undertook the evaluation; a local professional in the area of training and community development, and an international professional with experience in planning, programme evaluation and capacity building.

CHAPTER TWO

2.0 PROGRAMME PROCESS AND

EFFECT 2.1 Programme Design and

Effectiveness

2.1.1 The design of SLP has its origin from the UNCED's 1992 Agenda 21, from which both UNCHS and UNEP evolved a framework for incorporating environmental issues in human settlements development. The argument that came from Agenda 21 of the United Nations (UN) was that environmental concerns cannot be separated from development. From this broad goal, every UN agency set to reconceptualize approaches for setting up programmes, to ensure human

development activities lead to greater environmental improvements. One of the programmes set up by UNCHS and UNEP was the SCP, which has been well supported worldwide by UNDP and other UN and bilateral agencies. SCP was intended to set up a mechanism for implementing Agenda 21 at the human settlement level, and in particular address the aspect of community based participation in environmental planning and management. In Zambia, SLP was initiated for the same objective. At first, it was intended as a pilot programme, which would then spread out to other local authorities and if possible emerge as a new way of addressing environmental concerns with development action.

2.1.2 Evaluation notes that the objectives of SLP were quite relevant in relation to the aspirations of the target communities and LCC in improving the environment and promoting sustainable development. Through its support for solid waste management and safe water provision in the peri-urban communities, SLP sought to create an enabling environment, which would contribute to strengthening of community livelihoods. Further, the programme, by contracting waste collection and water management to the communities, created employment opportunities through community-based enterprises (CBEs). This is supportive to the concept of sustainable livelihoods which has been earmarked by the poverty eradication strategies which are now pursued by GRZ, and also consistent with the ILO worldwide campaign to improve the urban informal sector.

2.1.3 Other major achievements of SLP design include:

- Development of environmental profiles of the peri-urban communities, which enhanced data for urban management.
- Initiation and holding of a five-day City Consultative Forum (CCF), which brought together over 250 representatives and stakeholders from all activity sectors to identify and discuss the most pressing environmental issues in Lusaka. Evaluation considers this a significant output since CCF enabled stakeholders to set priorities, clarify roles and develop a sense of ownership of the EPM process.

- Identification and prioritizing of the three environmental issues in the city of Lusaka, where solid waste management, water supply and sanitation and congestion of the Central Business District (CBD), came out clearly as the top priority issues.
- SLP's operations through a unit office in LCC with up-to-date equipment and facilities made a significant breakthrough in working in an environment, always clogged with inadequacy of equipment and lack of motivation for better performance.
- The linking of the SLP with the initiative to develop the Strategic Structure Plan (SSP) for the city widened the horizon of the programme beyond the prioritized issues because in the SSP, all sectors were actually considered and the EPM approach was significantly used.
- The design of SLP with its bottom-up approach enabled city stakeholders to input into the Council's decision-making process. This approach came as a valuable innovation particularly in the LCC set up and practices which had hitherto not been allowed, nor was there room for outsiders to input into its decision-making processes. This therefore enabled a sizeable number of stakeholders and communities to participate and be consulted in Council matters. This can be seen as an innovative experience for people who otherwise saw the government as the provider and sole decision-maker in urban development matters.
- Further, there is a general structural change from a centrally controlled development arena to a more liberalized one in the Council's decision-making processes. Given that even communities could be allowed to participate, SLP is seen as a key structural element in LCC's future planning and management.

- Although all these new ideas have not been legally housed within the Council's structure although they are felt in its day-to-day operations. For example, in the issue of solid waste management over which the LCC's Directorate of Public Health

thought that it had the sole legal mandate and responsibility, the Directorate slowly changed its position and accommodated the idea of involving private and communitybased operators in managing solid waste within the city. Similarly, the Directorate of Engineering is noted to have started accepting contributions of other actors by engaging communities in labor-intensive and construction work instead of solely relying on the traditional use of bulldozers and other machine equipment to do the work.

2.1.4 Generally, the points noted above indicate a high level of effectiveness and contribution to change in urban environmental management and development.

2.1.5 Evaluation however notes that the SLP design had a number of weaknesses:

- Programme methodology was not particularly well delt with in the beginning among the various development partners. This made them contest their specializations and orientations in formulating the Programme Document, thus causing a lot of delays.
- SLP was not clearly structured into the LCC operations; hence it could not easily be institutionalized.
- In personnel resource, the programme's establishment did not clearly cater for all the sectors, which were to be actively involved in the implementation of the activities. In particular, engineering aspects were given a low profile and yet they were the major disciplines in the area of environmental management.
- In the internal management structure of SLP, the role of financial management was not well structured and this made programme administration weak.
- The role of central government was downplayed even though SLP was expected to fall under NEX. This is evident from the omission of any funds to support the government institutional activities towards the programme. This limited the role that

the MLGH played in the programme, a factor that reduced the programme's amenability to replication in other local authorities in the country.

- GRZ contribution was minimal than expected as shown in the project document.
- Initially, UNCHS had muted the SLP as a part of the Social Sector Rehabilitation and Development Programme and was expecting that it will be run as an agency-based activity where collaborating agencies were expected to provide parallel funding for their components. However, as UNCHS could not secure funding of its own, the key funding agencies (i.e. UNDP and Ireland Aid) required that a NEX programme be put in place instead. Ideally, this changed the programme format because the other partners also contributed their methodological strengths. This means the eventual SLP was an integrated programme between EPM and UNDP-ILO employment oriented development activity.

2.2 Impact of SLP on Community, LCC and MLGH

2.2.1 Impact of SLP on communities

2.2.2.1 Evaluation notes that SLP had significant impact on the target communities. The following are considered key impacts:

- SLP's greatest impact to the communities has been the training on various aspects of entrepreneurship development. The "start your business" (SYB) training in water and solid waste management are considered a key input towards community development. The improved capacity is seen to be a step towards poverty eradication in the long run.
- The staff of LCC and MLGH and the community at large has been sensitized in proposal writing, project development, negotiation skills and methods of preparation of community action plans.
- In some settlements, there are tangible physical improvements like the water project in Ng'ombe and the community solid waste collection units in

Kamanga, Ng'ombe, Linda and Mandevu/Marapodi.

- SLP has been able to drill a water borehole in Ng'ombe, which is operational. Although the water output is not adequate to meet the compound's needs, it is still

worthwhile to consider this an asset to the community.

- Conceptually, people's ways of addressing environmental issues have been changed and now they see themselves as part of the solution.
- At community level, the CBEs have created some marginal change to the poverty condition through employment creation. Although exact employment figures could not be determined due to inadequate records, there was physical evidence to the evaluators that a number of people were working on the programme.
- Socially, the SLP generated a lot of support to the gender issue in development. It is noted that women were now actively involved in RDCs and other development and business committees. This is important in the establishment of self-worthness among the people in the community.
- The negative impact experienced at community level was the poor participation of some partners like LCC and SLP who would set targets but could not meet them. They created an image, which would take a while to correct, particularly considering that the SLP was expected to close at the end of 2001. There is a general feeling in the communities of being let down and/or abandoned by SLP for having started activities that were not completed.
- Evaluation established that communities also suffered a low level of participation when, through SLP, they were made to pick different priorities for their action programmes mainly because of the interest of the development partners. The case in mind is where communities had water as their top priority but the programme earmarked solid waste management.

2.2.2 Impact of SLP on LCC

2.2.2.1 Evaluation notes that SLP had significant impact on the LCC. The following are

considered key impacts: -

- The SLP led to the introduction of new approaches in LCC management such as citywide consultations, ISWGs, stakeholder committees, bottom-up initiatives using community participation, community contracting, community partnership in solid waste and water management, and EPM training and its linkages with employment

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creation at the community level.

- Through the SLP, new forms of environmental management information systems (EMIS) were introduced and geographical information system (GIS) equipment is now available at LCC.
- The CCF enabled a large number of development partners to participate. This helped LCC to experience other management approaches rather than being the sole expert in municipal matters and development at community level. It also opened avenues for other donors and agencies to participate in various aspects of EPM and human settlements development generally.
- The success in bringing different departments of LCC to work together changed the Councils' narrow focus and instead generated an integrated approach. This is significant because it enables offices to appreciate their interdependence and hence the coordination and integration needed to systematically support development.
- It also enabled communities to understand that they are part of the development process even though they are in poorer economic conditions.
- Further, SLP enabled the council to acquire an international look because most of the key officers were invited to international fora where they learnt various techniques, which originally were not available at the council.
- The negative impact of SLP on the communities was the inability of LCC to meet its commitments in the programme activities at community level. In particular, the LCC could not meet its obligations to support the solid waste management projects. It would appear that LCC committed itself to carry

out activities which it had neither capacity nor resources. This reinforced the general mixed perception and trust of LCC by the community, and might result in mistrust and lack of full commitment on the part of the communities in any future community-based programmes and activities in which LCC would be involved. It may also weaken the development promotion and strengthening of community participation and partnerships.

2.2.3 Impact of SLP on MLGH

2.2.3.1 Evaluation notes that the general impact of SLP on MLGH has been minimal. This could be explained by the fact that the role of MLGH in SLP, where even policy issues which

were to be delt with were inadequately handled. The only identified impact of SLP on MLGH was the creation of Stakeholders Working Groups, which enabled government, donors, LCC, NGOs and community to share development fora. While it was expected that SLP would significantly impact the Ministry to the extent that it would evolve replicative structures for further sustainable cities activities in other local authorities in the country, this really did not happen. Evaluation notes that this apparent slackness and have evolved from inadequacy of interest at ministerial level and also due to the fact that the programme did not set a side any resources for the operations at the MLGH. There was also the feeling that MLGH did not receive sufficient trust by UNDP, which made the later to undertake financial management role of SLP, which ideally should have been done at the Ministry.

2.3 Programme Influence on Other Stakeholders

2.3.1 The popular and institutional perception of what development is has remained elusive for along time. However, following the 1992 UNCED conclusions, the world has become aware of the relationship between the environment and development. A country cannot achieve economic development when its environment is degraded, nor can it restore its environment in the absence of

economic development. The need to address sustainable development therefore calls for action at all levels, and in particular at local levels where various groups and sections of society should be engaged. SLP created this type of development forum. The stakeholders considered in this case are UNDP, UNCHS, ILO, Ireland Aid, various NGOs and CBOs among other institutions.

2.3.2 Evaluation established that some stakeholders had incorporated SLP's participatory methodologies and processes into their strategies and approaches in the urban sector. For example, LCC, CARE, JICA and City Challenge Fund (C3) have taken SLP approaches, particularly bottom-up community consultation and participation, stakeholders' interaction and community contracting. What is needed is to educate the various elements in society about the need to work as a team. If well sensitized and involved, local members will support measures aimed at poverty reduction in their midst and promote environmental sustainability.

2.3.3 SLP has also demonstrated the complexity that exists in the development arena, particularly where the central government, local authorities, communities and other institutions have to be partners. From the way the programme reached each one of those partners, it is evident that new arrangements for partnerships are coming up, and they need further strengthening.

2.3.4 In UNDP, SLP has enabled the organization to be involved in community-based activities to a level where they generally could not have been. The operationalization of the CBEs is a major contribution to UNDP's development initiative.

2.3.5 Ireland Aid as a development partner originally had started programmes at community level, but could not easily penetrate a large number of communities because of low capacity. SLP worked as an extension in capacity to enable the agency to reach a wide number of settlements within a short period of time.

2.3.6 Evaluation established that the impact of SLP on various NGOs was quite significant. Various programmes of CARE, which were involved in community-based activities, were sharing a number of activities with SLP. The water and sanitation, solid waste management and CBEs were picked as the key areas of institutional contact. SLP having a wide support of international methodologies provided a valuable interface for NGOdonor-LCC contact, which became a positive area of development interaction.

2.3.7 It is also learnt that development agencies, particularly Ireland Aid and some NGOs significantly impacted SLP in the areas of community small-scale business, funding and loan schemes.

CHAPTER THREE

3.0 INSTITUTIONALIZATION OF SLP

PROCESSES 3.1Institutionalization of SLP

Processes

3.1.1 Institutionalization is the integration of a process into existing structures so that the process and the existing structure work integrally thereafter. The success of institutionalization of the SCP and the EPM processes as carried out through SLP, depended on how they could be integrated into the MLGH, LCC and existing community structures. Institutionalization would enable modification of the operational and management structures of these institutions so as to incorporate and be influenced by the proposed system. This may be evident in change in management procedures, focus of work programme, planning techniques, political and other leadership pronouncements, or even basic acknowledgement in day-to-day institutional deliberations. Each of these would lead to a different level of institutionalization and acceptance.

3.1.2 An assessment of SLP's position in the various institutions demonstrates that it did not significantly change the way things were done in GRZ or LCC, but there is some evidence of institutionalization of the activities supported by the

programme at community level.

3.1.3 At international level, there is clear evidence that EPM processes, particularly the SCP, is well institutionalized within the UNCHS. The other international institutions like ILO and UNDP seem to have only accepted parts of the EPM. This therefore means that SLP was in a way partly accommodated in the structures of UNDP and ILO.

3.1.4 For the bilateral agencies, which were supporting the programme, the key concern was community-based environmental action, which also was in line with SLP focus; hence there was room for supporting the programme without necessarily institutionalizing it within their systems. In the case of Ireland Aid, SLP was well supported because the agency was already involved in community action in the peri-urban areas. The programme therefore worked as an extension of its operations.

3.1.5 The emerging scenario indicates that [31] sustainability of SLP could not be

clearly visualized under the UNDP, ILO, GRZ and LCC structures although Ireland Aid could continue to work with the programme if structurally reorganized. Because of the weak support from Government and UNDP, closure of SLP at end of 2001 seemed eminent. In a case where institutionalization had not taken place it was not clear to evaluation what the future of the programme would be because neither funding nor
activities for the coming years could be clearly visualized. Furthermore, staff at SLP seemed to be prepared for closure and did not have any proposals in place for requesting continuity.

3.1.6 SLP was received with a significant level of euphoria at the community level. This can be understood from the basic reason that the programme had funding for highly prioritized sectors in the community, and that the communities were directly benefiting from the training and the resulting physical infrastructure. It

was therefore noted that the RDCs, CBEs and other CBOs found it quite easy to institutionalize the SLP processes.

3.1.7 The danger with this euphoric acceptance however is that it was not based on long-term focus hence the communities cannot maintain the SLP activities in the absence of the programme. This means that even at the community level, institutionalization was weak even though it was intended.

3.1.8 Overall, it can be concluded that SLP 's future looked bleak because it did neither show planned integration with the existing structures, nor did it have proposals for being supported into the future. While institutions like Ireland Aid had positive intentions for the programme, the GRZ or LCC had not committed any proposal to seek support.

3.1.9 In spite of the weaknesses in the integration of SLP into the various institutions, a number of positive inroads had been made, where the programme could be structured for development action: -

- The bottom-up approach, which was advocated by SLP, was recognized and supported by LCC and the local communities.
- Attitude change was evident among the local communities towards the LCC. This can

be seen as a form of integration.
- The fact that RDCs have established methods of incorporating communities into managing their environment indicates a level of integration, which would otherwise not have been realized.
- The setting up of the CCF is a positive level of institutionalizing SLP activities into the various stakeholder structures. This has also enabled the stakeholders to be part and parcel of the GRZ decision-making process, which would have been difficult to attain without the programme.
- The sharing of equipment, information and other facilities between SLP,

LCC and other institutions demonstrate an amount of integration of SLP into their structures.

- The fact that LCC and MLGH have been able to use outputs from the ISWGs, which were initiated by SLP, does imply a level of acceptance and therefore integration of the programme into the existing structures.
- Politically, although integration was not evident, the fact that politicians have from time to time mentioned the SLP initiatives and in particular at local level, participated in its operations, and considering that the city consultation processes were wellattended by key political personalities is an indication that SLP is well accepted though not formally institutionalized.
- The weakest concern with SLP institutionalization however is the fact that the programme never came up with any organized form of fundraising in the absence of the current funding. This puts all institutionalization attempts in jeopardy because every institution seems to indicate that extra funding is a pre-requisite for modifying the existing structures so as to incorporate an entity like SLP.

3.2   Effectiveness of the Linkages Between Community Structures and LCC

3.2.1 Evaluation established that the linkages in EPM, participatory planning and communitybased resources management that SLP developed between the community and LCC in the two areas of solid waste and water were effective. This was seen from the way the communities themselves were communicating and negotiating with LCC about issues that concerned these two areas. The communities that were dealing with water and sanitation have been linked to Lusaka Water and Sewerage Company for technical

support while those that were dealing with solid waste management had links with LCC's Directorate of Public Health and Social Services. Evaluation observes that these linkages between the communities, LCC and utility bodies have potential of being strengthened and could even give rise to other similar

linkages in other areas if LCC developed and strengthened its capacity to support activities at the community level. Furthermore, the peri-urban department of LCC was a ware of SLP activities and willing to work with SLP approaches if resources were to be available.

3.2.2 The training and capacity building processes, which were incorporated, have been very supportive in the understanding of integration at various levels. In particular, the sensitization activities at city, council and community levels are considered instrumental in what happened at political, LCC and community levels. Ideally, local capacity building

enabled the creation of effective linkages between the community and the Council. While evaluation could not determine in quantitative terms the degree of integration between communities and LCC through SLP, the communities were emphatic that SLP had been a living experience because they could see its effects and can therefore accept it as a positive institution for development. LCC could however not critically commit itself to the same because its participation in SLP had been weak.

3.3 Level of Commitment of Communities, LCC and MLGH

3.3.1 Commitment of Communities
3.3.1.1 Evaluation notes that the peri-urban communities were committed to SLP activities but their efforts seemed to wane because the programme was very slow in delivering whatever was promised. This was also the case with the commitment in working with the LCC because it did not provide the technical expertise, which was expected of them, nor the secondary transport which was supposed to support the CBEs in the solid waste management sector. In the absence of reciprocative commitment from partners, evaluation could not establish the sustainability of the communities' commitment.

3.3.2 Commitment of LCC
3.3.2.1 Evaluation observes that LCC had a limited role to play in SLP and it was that situation which made the institutionalization of SLP in LCC difficult. For

example, initially there were only few officers into LCC who understood what SLP was all about. There was weak political support for SLP in LCC mainly because there were limited institutional linkages to accommodate crosscutting issues and programmes like SLP. LCC initially did not adequately understand that SLP was an LCC programme. Evaluation noted that LCC's commitment was weakened further by the change in personnel within the Council as a result of a reshuffle of its key officers and the change in the elected councilors list during the programme period.

3.3.2.2 It is however pleasing to note that the incumbent LCC management is very committed to supporting the programme. The Town Clerk having been the former programme manager of SLP, has evolved positive structures, which could eventually lead to institutionalization of the EPM in the Council. Financially, however, LCC had not so far set a side any funding for SLP except the provision of office accommodation.

3.3.3 Commitment of MLGH

3.3.3.1 Evaluation notes that MLGH hitherto had played a limited role in SLP. This therefore made the replication of SLP and EPM nationally weak. Although the Directorate of Physical Planning was significantly aware of SLP's operations, it could not be established what future role the department could provide towards the sustainability of the programme as there was no proposal at hand for enhancement of the programme beyond 2001. There was however an indication that other local authorities (example of Kitwe) were interested in putting in place sustainable cities programmes, which necessarily may commit the MLGH to putting more effort towards SLP-type activities.

3.4   Level of Community Perception of SLP and LCC Responsibilities

3.4.1 Evaluation observes that initially the community had a good perception of SLP functions and LCC responsibilities, which also raised community expectations. This initial perception, however, later became dimmed as some SLP activities could not be completed and the commitments of LCC   were   not   forthcoming.

These

developments not only contributed to the erosion of the trust and confidence that the community had in LCC but also decreased the community's morale to work in community projects in general, and LCC initiated and supported projects in particular.

3.4.2 The overall impression of the evaluation is that there has been weak commitment from both local and central government towards the SLP, but the commitment at community level was significant. In view of the poor environmental conditions at the community level, especially in the peri-urban areas, more commitment is sought from government to reach out to these communities. SLP activities are therefore relevant and necessary to meet some of the critical needs of the communities.

CHAPTER FOUR

4.0 PROGRAMME

IMPLEMENTATION 4.1

Programme Achievements

4.1.1 The SLP was based on the concept of partnerships and corporations. Greater emphasis was however paid on partnerships with the local communities and institutions taking the lead roles. One, the administrative unit of the programme was expected to coordinate the actions of the communities. The other, LCC and the MLGH were to be major actors in the actual programme implementation, while the UNDP, UNCHS, ILO, Ireland Aid and DANIDA provided funding, capacity building and backstopping on methodologies and techniques. Further, the various NGOs and CBOs working in related areas, formed part of the whole development consultative process, making the SLP a highly participatory

activity. Each partner was recognized as being part and parcel of the development process. This helped in restoring social trust and credibility of the LCC and communities. The ISWGs members formed a professional pool from where information and expertise could be drawn from. This scenario of partnerships is a key contribution towards urban management and development action.

4.1.2 Evaluation notes that the broad consultative process did not render SLP powerless, but instead increased its spread in knowledge and techniques, while retaining the final programme implementation role. Through the various units and the use of consultants, SLP managed to reach a number of development activities, participated in national, regional and international development fora, and was able to evolve training materials which will eventually provide a pool of capacity building resources.

4.1.3 Evaluation established that the programme had a number of achievements, the most visible being establishment of collaborations, creation of partnerships, capacity building, institutionalization, improved employment opportunities and empowerment of the communities to manage their development activities. There are however other achievements, though not clearly visible, but are likely to have a lasting impact in urban

planning and management practices. The table below summarizes some of these achievements in programme in relation to the various expected outputs:

Expected Outputs	Programme Achievements
~ Improved EPM in the selected peri-urban areas of Lusaka	~ The level of knowledge of what SLP was and what had been done was evident in the RDCs and selected settlements in general. Although not all were able to undertake solid waste or water management, the fact that people were paying for the services indicates increased awareness.

~ Sensitized community in terms of caring for the environment	~ Six settlements (Ng'ombe, Mandevu/Marapodi, Kamanga Linda and Bauleni) have been trained and are undertaking general environmental management, and solid waste collection in particular. A number of people have also been trained in water management.
~ Sensitized LCC in environmental management.	~ Councilors and senior LCC officers have been inducted into the EPM process. ~ Some departments of LCC have been involved in various meetings of SLP and are supporting the EPM process and solid ~ waste management. Members of LCC are involved in ISWGs.
~ Communities which are able to sustainably maintain their solid waste and water management	~ SLP has trained 470 persons who are actively involved in EPM and solid waste business, which is a sign of evolved ~ environment consciousness. Companies involved in management of solid waste have been formed in Ng'ombe, Kamanga, and Mandevu/Marapodi.
~ Communities with capacity to create business opportunities in water and environmental management	~ Training in areas of solid waste management and water resource management as businesses have been achieved in four settlements. So far more than 450 people have been trained.
~ Well articulated environmental planning and management information systems.	~ A GIS equipment has been set in place in the LCC. So far ten of the council staff have received basic training in EMIS. It is believed competence on EMIS will increase with time, and the equipment will greatly improve LCC's information management structure.

~ Unity in development coordination among the various actors.	~ ~ ~

Since the inception of the SLP programme in 1997, there has been gradual integration of development partners in support of the peri-urban areas. The coming together of stakeholders in consultative fora is a positive action towards development coordination.

These committees have actually on occasions been consulted by the LCC especially in peri-urban development.

The SLP enabled the formation of the ISWGs, which became an important organ for dealing with technical matters addressing the environment.

Communities at neighborhood level are working together in environmental companies. RDCs are frequently meeting to address environment and safe water, besides other matters and both men and women have joined hands in EPM. The programme has generally enabled mainstreaming of key societal concerns like poverty, environment and entrepreneurship into municipal administration.

4.1.4 Evaluation established that the following expectations had not been achieved by the SLP:

- Monitoring of programme activities had not been well done and hence programmed action was difficult.
- SLP did not clearly articulate its role during the numerous advisory and consultative sessions. The programme therefore remained without clear focus on targets. Some activities started had not been accomplished and there was no clear indication as to when they will be done.
- SLP did not evolve a clear financial management strategy. This often meant that even minor financial issues had to be accounted for in UNDP office, causing major delays and loss of opportunity for SLP staff to gain financial management skills.
- SLP did not keep tabulated quantitative up-to-date records and targets of day-to-day or week-to-week work plans. Records of those trained, numbers anticipated to be trained or those who had set up business and those in various stages of EPM entrepreneurship activities were not kept. This could be attributed to inadequacy of quantitative skills among the core-staff.
- The SLP engaged consultancies and backstopping activities but did not consolidate -39-

    all the inputs into a coherent programme of action. Evaluation could not clearly establish how all the consultancy information was used to aid the growth of the programme. This notwithstanding, there are cases of programme strategy re-orientation as result of some consultancy and backstopping.

- The SLP had not compiled the experiences of the programme into publication,

which could enable the evolved models to be replicated elsewhere, even though this was proposed in 1998 consultative meetings. This is a major omission, which could lead to extrication of programme knowledge.

• SLP had not fully inculcated skills on EMIS and GIS into LCC staff so that they can run the computer laboratory set up through the programme. This weakness is evident in poor presentation in all spatial aspects of the programme, even when GIS equipment was in place. It is for instance not possible to tell where action programmes, midden boxes or water points were located without going to the field. Maps and clear diagrammatic presentations could have been very helpful.

• SLP did not evolve clear information, data or statistics on solid waste management and entrepreneurship or the water and sanitation activities in the pilot settlements. Those who need such data have to go to the field. This has resulted into "research fatigue" and discomfort in the communities as too many researches and enquiries were taking too much time of the CBEs officials.

• SLP had not set up networks with other SCP regionally or globally. This means that most of the new or innovative ideas or techniques could only be conceptualized in form of consultancies, which could otherwise have been shared or borrowed via internet from other SCPs.

• SLP has not created adequate mechanisms for sharing results attained or lessons learnt. Although the programme produced the *Insight Quarterly Newsletters,* and had the monthly Bulletin, radio programmes and drama performances, which were quite effective at the community level, a web page on the Internet could have been very important especially in carrying out fundraising campaigns beyond Lusaka.

• SLP had not set up any other sustainable ways for moving the activities beyond the current funding period ending December 2001. This is a major weakness considering that all a long the programme management had been aware of the end of funding.

• SLP had not completed the pilot activities on solid waste management or water and sanitation, which were started in the peri-urban settlements. The communities were therefore dissatisfied with the proposed date of

programme closure at the end of 2001.

- SLP had introduced SYB training in solid waste and water management but had not fully diversified the training on poverty and employment creation in the pilot settlements. Many people who preferred alternative SYB training were crowded out.

4.1.5 From this large number of achievements and shortcomings, it is not clear whether the programme had really been very successful. Evaluation however having considered the large number of respondents on the question concludes that SLP succeeded conceptually, but had not in practical terms accomplished its tasks well enough to score a good success mark. This is the conclusion especially from the communities who were addressing solid waste management and water and sanitation as the key issues.

4.2   Quality and Impact of Technical Support Services

4.2.1 SLP was conceptualized within a partnership framework, where various agencies, institutions and expert groups provided specific programme activity input. The purposes of partnership were threefold; to provide locally unavailable skills, to support or provide unavailable methodologies and techniques, and to widen the scope of resource support to the programme. ILO, UNCHS, CARE, the ISWGs and other independent consultants were called upon as partners in SLP in order to meet these roles.

4.2.2 Each of these partners developed a proposal against agreed terms of reference, and based on these, memoranda of understanding were entered into between SLP and the various collaborating partners. An evaluation of the activities of the key partners is herewith made to assess their effectiveness in SLP.

UNCHS - Habitat's Inputs

4.2.3 Conceptually and practically, UNCHS is the originator and guardian of the SCP activities

worldwide. Having been the key player in the Earth Summit in Rio in 1992 and the City Summit I in 1996, UNCHS took the responsibility to develop the entire SCP Source Book Series, where it has endeavored to clarify the EPM methodology, and how it is to be implemented and institutionalized. Although other concepts, particularly CBEs were introduced by ILO and other partners, UNCHS still provided methodology framework. UNCHS therefore was expected to provide advisory, training and other technical assistance services in EPM, EMIS and networking with other SCP cities. It was proposed that UNCHS would provide 15 persons weeks of technical support, half of it being devoted to creating competence in EMIS, while 6.5 person weeks were to be spent on EPM training, and the rest to be spent on networking and information sharing.

4.2.4 Evaluation established that the initial inputs of UNCHS on EPM sensitization and training were effectively done, with successive city consultations being held and clear priorities set. Thus, the agency succeeded in putting in place the SLP and collaborated very well in laying frameworks for its operation during the 1997/98 period.

4.2.5 Initial backstopping missions and citywide EPM dissemination were also effective. It is however noted that UNCHS and UNDP could initially not agree on the SLP format; UNCHS supported the EPM process under agency execution while UNDP saw poverty and enterprise development as the key focus under a NEX approach. The final programme, which was delayed by more than one year, included the EPM and poverty reduction approaches through CBEs under a NEX approach. The fact that UNDP was able to support UNCHS' input to the programme, which was initially contested, is a positive agency collaboration gesture. Although initially UNCHS worked well on the proposal, during the period when the agency was not funded by UNDP, its backstopping missions were greatly reduced. This created an impression that they were not committed,

which was erroneous.

4.2.6 In the year 2001, UNCHS' involvement in the two EMIS training missions however regenerated interest. A total of fourteen people were given a one-week basic training in EMIS and introductory sessions in GIS. However, given that these training sessions were not long enough and they came late in the programme period, the level of effectiveness of

UNHCS on this activity remained low. It is however important to note that UNCHS inputs depended on the availability of GIS equipment, which were supplied quite late.

4.2.7 Evaluation observed the following strategic concern with UNCHS' partnership in SLP:

- There is no doubt that the involvement of UNCHS in human settlements management oriented programme is important and gives correct orientation in terms of prevailing EPM paradigms. A point of concern however is whether UNCHS was investing adequate resource in personnel time to ensure that the propagated methodologies are given adequate attention. Obviously, without a country office, UNCHS is greatly disadvantaged when it has to address country programmes. It would have been the case that the agency and the UNDP country office would strongly collaborate not only on programme administrative matters but also on the technical support as well. As this was not the case, UNCHS appeared to be a roving expatriate in an area where it is most qualified to lead.

- In SLP, UNCHS was seen as an intruder into the programme (which however they had initiated). Having little funds of its own, the agency was greatly disadvantaged. It is emphasized that future collaborative arrangements should address the issue whether UNCHS should consider more devolved regional, or country technical expertise to meet the challenges of EPM and

human settlement strategies in general. It may also be possible for UNCHS to assess the possibility of entrusting much of its training responsibility to local institutions, where capacity could be built well enough to support the backstopping missions in all the related projects in the country. This arrangement could reduce UNCHS apparent overspread in programme support and lead to a level of credibility to the agency.

• It is also important that UNCHS' backstopping missions be combined with their other roles. It does not make economic sense to have a number of officers on the same mission (where others are undertaking negotiations and government presentations and others training). A combined personnel action could be more effective.

Support by UNDP
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4.2.8 SLP is a UNDP programme, which from the onset provided more than 50% of the direct funding. Initially UNDP provided US$ 700,000 to the project, which was reduced to US$ 490,611 as a result of worldwide funding cuts by the agency. The agency also provided the financial administrative role for the programme. This made the programme, which was on a NEX basis appear as an agency administrative arrangement.

4.2.9 The basic argument provided by UNDP was that the MLGH (the executing agency) and the LCC (the implementing agency), were not forthcoming and committed in providing appropriate financial management structures, hence the decision to run the management of the project from UNDP. There was also the argument that MLGH and LCC being without computerized financial system would have been incapacitated in linking up with UNDP structure. This argument however, denied the MLGH and LCC capacity development, which would have been attained if they had undertaken the SLP financial management.

4.2.10 From this set up, evaluation established the following strengths and weaknesses

in UNDP's support to SLP:

- Financial disbursements to programme activities were often delayed and this led to planned activities not being accomplished in time.
- SLP management evolved a contented situation where fundraising concerns did not major. This weakened any chances of programme sustainability.
- The SLP office hardly developed any financial management capacity. This is evident in the way reports were done, hardly mentioning any costing or financial implications
- The programme could not easily transfer funds across budget lines to enable changes in programme activities priorities. Evaluation noted that the programme was ending with surplus funds, when there were activities, which had been started or promised to the communities, but were not accomplished. This approach was likely to create mistrust and suspicion at central Government, LCC and community level, with emerging feelings that they could not be trusted to handle programme funds.
- In the final analysis, evaluation noted that communities may have paid more through

purchases made by UNDP on their behalf, because of the high administrative costs at agency and the inclination to purchase goods and services from overpriced formal sector, whilst communities could have negotiated for higher discounts through small scale enterprises and the informal sector.

4.2.11 UNDP, on the other hand, enabled SLP to consolidate resources and reduce any possibility of overspending, which could have been the case if a NEX approach was used, with funds handled from GRZ Treasury, MLGH or LCC. But even with such an indication, evaluation is of the opinion that UNDP did not provide appropriate management structure for LCC to gain capacity in financial management. This feeling was also expressed in the Audit Report for SLP of December 2000.

ILO's Support Services to SLP

4.2.12 ILO as an international organization is charged with improvement of labor expertise. It focuses on increased productivity of workers as a resource in the development process. In the last more than three decades, ILO has focused on the disadvantaged population in societies, particularly those in urban areas, and more specifically, how they could be mainstreamed into the productive employment sectors. In this regard, development of the informal sector economy has been key focus since 1972. In the SLP experience, ILO was a partner in creating productive employment out of the key environmental management areas of solid waste, water and sanitation. The focus was how to entrench environmental management activities into CBEs, and address EPM and employment creation together.

4.2.13 Evaluation notes that the approach used by ILO in training a number of persons in entrepreneurship in waste collection and management and water distribution and management were appropriately handled, and constituted significant capacity building for Lusaka as a city. An assessment of the "start your waste collection service" and "start your water business" training materials are an asset to LCC and GRZ in general.

4.2.14 A community assessment indicated that the ILO training was positively received. Those who were trained indicated that they were either utilizing the knowledge and methods -45-

gained or were in the process of conceptualizing their CBEs. It was also noted that the country-based trainers of trainers developed by ILO had firmly engaged in offering the SYB training, which was a sustainable gesture from SLP.

4.2.15 From this set up, evaluation established the following strengths and weaknesses in ILO's support to SLP:

- While the ILO component to SLP is clearly visible and cited as a major contribution by the communities, evaluation could not clearly quantify the results attained. It was not possible to determine the number of persons trained or to ascertain who among those trained had set up CBEs. No clear records of follow-ups were available.
- ILO concentrated CBE training in water and solid waste management while interest in business enterprises went beyond the two sectors. Thus, SLP in conjunction with ILO did not clearly open the capacity building to a level where it could holistically address poverty and environmental management in the peri-urban communities.

- Further, evaluation notes that there was a delay in the capacity building process by ILO. While some settlements had had their SYB training early enough, others like Linda were taking the SYB training in November - December 2001, just before closure of the SLP. This delay attributed to ILO's slow pace in the production of training materials, reflected badly on institutional partnership and weakened morale among target communities.
- The collaborative arrangements between UNDP, ILO, CARE-PUSH in undertaking training in community enterprise development is a positive move, which shows emerging linkages between the international agencies, NGOs and communities. A point of concern however is that little of these training went to the LCC officials, who would then sustainably maintain and/or replicate it beyond the pilot communities.
- It was also not clear whether ILO followed the trainers of trainers or kept their proper register so that they could be called upon to provide services in subsequent periods.

Support by Ireland Aid

4.2.16 Ireland Aid showed serious commitment to the programme on various levels. Evaluation noted the following on the agency:

- It provided financing and active personnel in the stakeholders' consultative forum (SHCF) in the SLP throughout the period. It also provided a positive gesture by increasing its funding from US$ 668,000 to US$ 706,780, while funding from UNDP, the other main agency, dropped. This enabled more work to be done at pilot implementation level, and support to the gender streamlining emphasized.
- Ireland Aid was also instrumental in supporting consultancy work (particularly backstopping missions by Mary Jennings, which had detailed evaluative and monitoring inputs) and technical support in the areas of enterprise development, gender concerns and community participation techniques.
- Ireland Aid supported the initiative of participation and entrepreneurship promotion at community level, and is currently providing support to Ng' ombe peri-urban area. This immense support is still expressed in the organization's willingness to support the proposed development coordination unit (DCU) at LCC, which is anticipated to take some of the roles of SLP.

4.2.17 Evaluation observed the following strategic concern with Ireland Aid:

- Evaluation observed that in spite of the strong support SLP received from Ireland Aid, communities were dissatisfied with the work and relationship with SLP. In particular, compounds like Mandevu/Marapodi whose key concern was water were pressurized, due to donor interests to run projects on solid waste management. Ireland Aid was mentioned as the agency that had significant interest in the solid waste issue. Such rigidity needs to be reviewed so as to increase participation at community level.
- Ireland Aid also often expressed concern on the involvement of UNCHS in SLP. This went to an extent where funding was denied to UNCHS. Such action indicates weakness in professional consideration because UNCHS' role in human settlements advisory are clearly stated in the UN Charter and should not be construed to be taken over in a partnership case.

NGOs and Others CBOs

4.2.18 SLP recognized one important fact; that development embraces all actors. Consequently, a number of NGOs, in particular, CARE-PROSPECT, CARE-INSAKA and PUSH participated in SLP implementation strategy and helped improve communication with the peri-urban communities and in carrying out community participation and awareness. Further, NGOs working in some of the settlements became supportive partners in resource mobilization and training. This in itself was positive development thinking because it led to development of synergies and experiences being drawn from a wide spectrum of organizations. It is indicated that PUSH was considering proposals to support the purchase of equipment for provision of secondary transport for solid waste, which could resolve the current poor situation created by LCC's failure to perform its role.

4.2.19 Evaluation notes that the Donor-Government-NGO Forum was an important vehicle in development strategizing. The Forum provided ground for " development zones" sharing which enabled the actors not to overlap in their areas of operations, but instead tried to wedge synergies and save the meager resources available to the communities. It is however a point of concern that coordination fora had become rare in the latter part of the programme and thus reducing potential support for future programme activities.

4.2.20 Evaluation observed the following concerns with NGOs in the EPM activities:

- NGOs, like the funding agencies have developed a strong level of rigidity in their focus. This was the reason why all of them were addressing governance and capacity building even when priorities of the communities were different.
- Although NGOs conceded that they worked very well with SLP and ILO in training and capacity building processes, it was difficult to assess their impact because they did not put in place structures for tackling operations of the community beyond the programme period. None of them for instance

could clearly indicate the number of those they had trained and what they were doing. The lack of follow up indicated a weakness in monitoring activities, which often meant that there could be inefficiency which could not be detected.

- NGOs project activities were not $_{48}$ necessarily long enough to create

  sustainable communities. The cases of support to SLP were therefore not always forthcoming or of the same quality, due to changing focus and project arrangements among the partner NGOs.

4.3   Institutional Constraints and Implementing Environment of SLP

4.3.1 SLP's activities focused on the peri-urban settlements of Lusaka, where more than 70% of the urban population lives. These areas are characterized with abject poverty (over 80% living in poverty) and glaring levels of unemployment. The settlements are of major concern in that they have poor access roads, shelter and solid waste management. They also lack safe water and appropriate sanitation services. Under such circumstances, social organization and commitment is also weak as people cannot keep to their commitment to certain set-ups if alternatives offered are more economically attractive (even if this is at face value). The poverty situation also puts the people in a vulnerable political situation where they can easily be manipulated into partisanships or even lawlessness.

4.3.2 The design of SLP by UNCHS, UNDP, ILO, LCC and other partners is a culmination of the methodology geared towards making people managers of their environment and development. An attempt to change people's way of thinking in managing their environment and even have adequate human and financial resources at specific operational points is a daunting task addressed by SLP. It is noted that through the support of the various partners, significant headway was made and SLP became a wellknown experience in Lusaka.

4.3.3 Although evaluation has so far indicated that all agencies supported SLP activities in varying degrees, a critical assessment of each agency's performance shows some success and shortcomings. The major constraints faced by the programme are herein itemized:

Project design

4.3.4 The SLP was first designed by UNCHS in collaboration with LCC following emerging paradigms in development and environmental management in the post UNCED 1992. Initially, UNCHS had the intention to $_{49}$ have the programme executed through

an International Agency format. That is, it was to have an active role in managing the programme on the ground. However, not all partners perceived the methodology in the same light. UNDP and Ireland Aid saw greater efficiency if a NEX approach was adopted. The basic reason was that a NEX would give local participation and capacity building to the local government. It is noted that the deliberations to settle on the approach took more that a year, before the final document was developed and accepted.

4.3.5 The delay caused anxiety and loss of interest from the time the consultations were undertaken in March 1997 to November 1997 when the project document was finally approved and signed. While UNDP and Ireland Aid see the delay as necessary so as to increase the relevance of the programme, UNCHS considers the delay as negative to the enthusiasm, which had been generated by the citywide consultations.

4.3.6 As a NEX programme, the SLP experienced the institutional constraints that it was still between UNDP, which provided the financial management, and LCC, which hosted the rest of the activities. Evaluation notes that the indecision whether it was to be fully NEX or agency support (here UNDP to agency role in fund management) was a program design concern. This led to loss of opportunity

for SLP, LCC and MLGH staff to improve

in financial management, and caused delays in realizing programme results

given the bureaucracy in UNDP and absence of a designated officer to manage

the funds.

Institutional Structures

4.3.7 It was intended that the SLP would cut across institutional barriers and create a partnership from all. However, rules and regulations in the UN agencies, bilateral agencies and central and local government made forging of partnerships slow and sometimes weak. It was for example difficult to set up a NEX programme because UNDP felt all the rules of the agency will not be met. Further, UNDP did not seem to have a clear place for agencies like UNCHS and ILO as participating partners in SLP, particularly when it came to funding their activities. Hence contracts and entering of appropriate memoranda of understanding took time.

4.3.8 Further, it is evident that it was not easy to get SLP structured into LCC because of the way the Council operates under the Local Government Act, 1991. SLP was therefore not incorporated into the LCC structure, even at the time of this evaluation, and that made its operations weak and unsustainable. It is also noted that without adequate institutionalization, much time was spent before LCC technical staff could give any meaningful support to the activities of SLP, which was expected of the Council.

Institutional Support

4.3.9 The limited support by LCC brought to question the sustainability of activities initiated by SLP. Failure to recognize that SLP was introducing different ways of planning and managing mainstream activities of the Council will contribute to loss of SLP efforts.

4.3.10 The EPM processes was not clearly understood mainly due to the entrenched approaches that LCC was used to; of being a service provider.

Project Implementation and Management

4.3.11 UNCHS, ILO and Ireland Aid backstopped SLP on specific technical areas. The rest of the areas were to be backstopped by the LCC and MLGH, which often lacked technical expertise. It is noted that the LCC and MLGH technical staff were neither forthcoming nor committed since there were no inducements for the extra work they were to undertake. Further, personnel employed at the SLP were more tailored to the social sector whereas the programme required more engineering input. Subsequently, much input came from the *ad hoc* ISWGs who were more knowledgeable in the intended areas of water and sanitation and solid waste management. These groups were however not consistent since SLP had no proper arrangements for them to be incorporated and their contributions were considered on a voluntary basis.

4.3.12 UNCHS made frequent backstopping missions, some of which could have been handled by one officer, which was however not the case. It is not clear why UNCHS could not maintain the same officers for most of the period so that continuity could be

maintained. This could have resulted into significant resource saving as backstopping, advisory and training were to be contained and offered as a package by one mission. Further, the delay in offering these inputs weakened the performance of SLP.

4.3.13 ILO input was mainly in form of training on poverty reduction and employment creation within the communities. These inputs were equally disjointed. Training materials expected in early 2000 were not available until mid-2001. This meant that some training activities were greatly delayed. For instance, the SYB in water was being conducted in November-December 2001 when programme

period was ending. These delays caused unnecessary problems to the links between SLP and the peri-urban communities. Regardless of these shortcomings, community members have been sensitized and a number of CBEs are in operation.

4.3.14 The programme has however not received adequate support from LCC, which was supposed to provide transport for solid waste from midden boxes to the dumping site. Similarly, the absence of engineering expertise affected the results of the programme. In particular, the water sector suffered key setbacks given the absence of an engineer in SLP. The LCC, which was to provide that technical support did not have a water and sanitation engineer and the expertise provided from ISWG was often not fully adopted. The sinking of water boreholes in Ng' ombe for example became expensive and involved a lot of time wasting as the contractors had to use trial and error approach.

Financial Management

4.3.15 The programme faced serious problems of delayed payments from UNDP. The programme partners indicate quite clearly that the delays were as a result of the slow process encountered with UNDP to release their contractual funding for the activities. Both UNCHS and ILO are emphatic that their activities were yet to be completed by the time of evaluation, as funds were not fully available to them. On the other hand, UNDP experienced delays in receiving the Ireland Aid portion of the funds. In fact, there was indication that Ireland Aid was not willing to release all the funds earmarked for UNCHS to the UNDP in time. This meant that even though memorandum of understandings had been entered with these agencies,- 52- there were certain conditions, which

delayed various processes, hence causing inefficiency in the management of the programme activities.

Programme Personnel

4.3.16 The SLP relied on a limited pool of qualified personnel. There were basically three officers expected to run the programme, which had a wide coverage. The quality of personnel also indicated some constraints to the programme effectiveness. The officers had an orientation to the social sciences whereas the programme required engineering inputs. Furthermore, there was none trained in the areas of programme monitoring and spatial information processing. The seconded staffs from LCC and MLGH were neither committed nor forthcoming. Further, functions of personnel as LCC has not fully implemented its restructuring programme, which commenced in 1998. Hence, functions of personnel have remained the same despite the changes in the roles of the Council, this ultimately affected the performance of SLP.

Community Participation

4.3.17 SLP was to sensitize the various peri-urban communities on EPM and provide them with the necessary capacity to support the process. It is noted that the communities were quite receptive to programme activities and, in particular, the capacity to plan, implement and manage development activities. This enthusiasm enabled SLP to reach the various groups quite easily. The **RDCs** and the private enterprise groups committees supported the SLP activities very positively. However, in compounds without existing RDCs or where related programmes had not been established, activity programmes were slow, and SLP had to put in place relevant RDC committees before pilot activities were commenced. Community management activities however started to get complicated when it was not possible to have all partners undertaking their roles. LCC's roles were particularly poorly handled, and even the trust already developed between the communities and LCC as result of the SLP initiatives started to erode.

4.3.18 It is however pleasing to note that the CBEs structures put in place in the peri-urban communities, the RDCs and linkages between ISWGs, which were

initiated by SLP turned out to be quite reliable, and could significantly enhance EPM activities in the compounds. This was however possible without external support. In the absence of such support, the community institutional framework could easily disintegrate.

4.3.19 Overall, it may be stated that SLP management was complicated due to the multiplicity of actors; the willingness of each actor to perform roles was often affected by resources and to a great extent the delay to receive memoranda of understanding from UNDP. Furthermore, all partners did not seem to enjoy the same level of acceptability into the programme. UNCHS was often denied resources by UNDP and Ireland Aid, and expected to raise its parallel funding. This is a weak position, which demonstrates lack of partnership sustainability. The programme also relied entirely on donor funding which made it vulnerable in the absence of such funding. The structure is therefore institutionally weak, and does not indicate reliance of in-built income generating systems. It can therefore be anticipated that even at MLGH and LCC, the situation will weaken further if a strong fundraising component is not built into the programme management structure. This aspect was not considered by SLP, and surely affects its future position.

4.4 Strategies and Arrangements Developed for Programme Implementation

4.4.1 SLP developed various useful strategies for the programme implementation. These can be divided into:- sensitization and awareness, implementation, capacity building, coordination, and management.

Sensitization and awareness
- Citywide consultative awareness creation in the initial stages of the programme provided wide coverage of programme.
- Newsletter, radio programme and drama provided effective modes of awareness raising at community level. Presentation of SLP action at international fora provided international support.

Implementation

- The programme adopted pilot activities at community level as a way of demonstrating

  practically what EPM could do. This worked well although it was not fully

  implemented.
- ISWGs provided a way of evolving practical implementation strategy.
- Consultancies and backstopping as a way of improving activity understanding.

Capacity **building**

- Training of community members on SYB strengthened understanding on how to

  do things.
- Training of trainers provided a pool of those who could be used to extend the

  programme.
- Training of council workers on EMIS to enhance information management.
- Sensitization and training of key officers and councilors improved

  understanding at LCC.

Coordination and management

- The programme used the stakeholders working committees as a way of

  solidifying

  support and extending participation to stakeholders beyond GRZ, LCC, and

  community.
- Backstopping by various experts provided some help in technical matters.
- ISWGs provided unique expertise from the public on technical areas albeit

  without clear

  structures.
- Strengthening of community based institutions like RDCs made local

  administration effective.
- Empowerment of the community through CBEs and gender mainstreaming

  enabled people to be more committed to the programme.
- Incorporation of various institutions in development fora enabled SLP to

  generate interest to wider stakeholders coverage.

CHAPTER FIVE

5.0 PROGRAM MANAGEMENT

5.1 Programme Management Capacity

5.1.1 The oversight executing responsibility of SLP was vested in the MLGH with the LCC as the implementing agency, while UNDP undertook financial management. The other agencies; Ireland Aid, UNCHS and ILO provided input to the management structure through the stakeholders consultative committees, while local community structures provided activity support at the local level.

5.1.2 An assessment of the emerging management structure raises a number of issues; first, it is evident that MLGH was expected to be the key policy organ of the programme. In the GRZ structure, this meant that the Permanent Secretary (PS) of the MLGH would structurally chair the steering committees and have constant contact with the other supporting partners. This was however practically not the case.

5.1.3 Further, as a NEX programme, GRZ was expected to provide the necessary institutional set-up either at MLGH or LCC, and the programme would run as normal GRZ-donor supported activity. This meant that programme management was to be undertaken according to NEX rules and staffing secondment to support programme activities was to follow the laid down GRZ regulations and procedures.

5.1.4 In the case of SLP, the PS's office delegated the responsibility of oversight management to the Director of Physical Planning (DPP) who chaired the various deliberations of SLP steering committees. This move was expected to improve oversight capacity because the DPP is a technical professional who would not only provide policy support but technical input as well. Thus, from the GRZ's position, the management support to the project was well thought out. However

other partners did not fully support the move as it was considered a reduction of MLGH interest in the programme.

5.1.5 It is also noted that at the initial stage, $_{56}$ SLP received significant political

support from the GRZ as evidenced by the participation of its key officers in the citywide consultations, which were officially inaugurated by the Vice President, but this gradually waned.

5.1.6 GRZ's involvement in the steering committees however declined gradually as there was no financial resources allotted to the various departments that were supporting the SLP activities. GRZ officers were not motivated to support the activities, as there were no allowances for the extra responsibility, or any support to their work from the programme.

5.1.7 There was adequate staff at LCC that would have been engaged in the activities of SLP to improve its operations. However institutionalization was not possible as there were no resources for that. It is to be understood from the Councils' point of view that to institutionalize SLP meant to create a structure, posts, and physical location of SLP into place in LCC. This could only be done with specific allocation of resources, which neither GRZ nor LCC could support at the time. The decision by UNDP and Ireland Aid not to consider LCC's incapacitated position left the Council on a weak position where it was always observed in the consultative committees that LCC was not in support of the institutionalization, and yet it was practically not possible.

5.1.8 From the personnel point of view, an attempt by MLGH to second staff to SLP activities without any motivational payment received very weak response. According to UNDP policy however, it was not possible to top up salary or provide any form of inducement to staff to support a NEX programme. This meant that staff from MLGH and LCC was to work hand in hand with SLP staff at different terms. This proved difficult.

Management at SLP

5.1.9 Management of the SLP was much more cohesive mainly because the staff was small in number. There are however observable concerns which affected programme administration and performance. It is noted that among the three key officers appointed to lead SLP, the programme manager was well qualified, having been exposed to similar donor supported project activities. She worked very well with the external institutions, the Government, LCC and the local communities.

5.1.10 Evaluation also notes that community programmes and publicity were equally well handled. However the absence of engineering expertise in the programme was clearly evident. In particular, the water and sanitation sector suffered key setbacks given the absence of an engineer in SLP. This is particularly so because LCC, which was to provide that technical support did not have the human resource; the water/sanitation engineering, having been transformed into Lusaka Water and Sanitation Authority, a

private sector unit. SLP therefore depended on the ISWGs and consultants in meeting its needs on technical issues. Evaluation observes that while these services were received, they were less predictable and in fact the input from the ISWGs was not necessarily taken into account. In Ng'ombe compound for instance, the drilling of a water borehole facility turned out to be quite expensive and time consuming due to lack of water engineering input. Without clear information and data on water availability, the contractors had to use a trial and error approach.

5.1.11 Further, it can be argued that the solid waste sector did not have innovative designs for collecting wheelbarrows or for the midden boxes. The designs produced did not address appropriate technology exercise; hence their performance was not fully understood.

5.1.12 There was weak financial management at SLP. Since no forms of accounts were handled at programme level, evaluation notes that this might have led to poor

coordination between programme actions and their costs.

Consultancies and Backstopping

5.1.13 Evaluation notes that SLP received a large number of missions in form of backstopping and consultancies from UNCHS, ILO, Mary Jennings and local consultants, all geared towards supporting various aspects of the programme. All the Mary Jennings missions had reports, which were presented in debriefing sessions with the stakeholders. The UNCHS missions on the other hand often did not always provide comprehensive reports, although the whole set of the EPM process publications were already presented to SLP, while training manuals from ILO were availed to SLP later. Evaluation concludes that clear concise mission reports would have provided significant support to the programme. Such reports should have a clear format and filing system, and if possible be published for future reference.

5.1.14 The ILO part of the presentations shared some reports with Mary Jennings, while some reports came as training materials for the entrepreneurship programme.

5.1.15 All the local consultants produced reports, which were filed at SLP. There is however no clear indication as to how these were used. Some of the ILO reports/ outputs were available at a limited scale, although they needed to be made available to wide audience.

5.1.16 Evaluation observes that these consultancies were too frequent and could not be effectively utilized within the short programme period given the capacity of SLP. This is a weakness, which should have been checked at SLP management level, and more so at programme document formulation stage. In the end, SLP turned out to be a consultancy field with little application of the outputs.

5.2 Financial Management at SLP

5.2.1 The financial management of SLP is assessed based on the Auditor's Reports, the expenditure patterns as presented from the UNDP project data sheets for the period ending 3rd December 2001, and the various interviews with stakeholders. SLP's financial involvement was limited to expenditure on the various budget lines, as the rest of the funds administration was handled by the UNDP.

5.2.2 The SLP's funding comprised the following contributions from UNDP, Ireland Aid and GRZ as indicated in the table below. The funding was for a period of three years ending 3lSt December 2001.

Funding	Original Budget Amount US$	Revised Budget Amount US$	Expenditure as at November 2001
GRZ (in kind)	172,000	172,000	
UNDP	700,000	490,611	
IRELAND AID	668,000	706,780	
TOTAL	**1,540,000**	**1,369,391**	

Source: Project Document 18 November 1997

5.2.3 It is noted that although the programme was intended to be a NEX, due to assessed financial capacity problems, funds were administered at UNDP. In this -59-

regard, funds were managed in conformity with UNDP and GRZ accounting standards and procedures. To this end, SLP prepared quarterly progress reports, which provided information on expenditure, after the various accounts had been released from UNDP. Quite clearly, it was like operating on a blind copy because often SLP management could not assess its true financial position until the UNDP statement was released. Because of the delays experienced in the statement release, the SLP program manager often could not give clear financial information in most of the project reports. The absence of interoffice vouchers, petty cash voucher register, and any clear financial filling systems at SLP made the work difficult for the programme officers and the linkage partners.

5.2.4 Programme management at SLP did not have any form of financial management skills. According to the Audit Report for the year ended 31St December 1998, 1999 and 2000 there were various expenditure items incurred by SLP, where vouchers could not be traced. The report attributed such omissions to the absence of proper financial records, and in particular the absence of financial administrative unit within SLP. The procedure where spending was incurred at SLP and vouchers filed in UNDP and statement released later was too long and accountability could be lost. It is noted that in the project expenditure and commitments listing, there were various entries, which SLP disowned and the process of getting UNDP to clarify their records and make adjustments often took too long. Situations of this kind often made the programme to withhold committing funds until a clear picture was received, which interfered with operations of the programme.

5.2.5 Overall, SLP's management of finances was good, with all stakeholders expressing satisfaction. The thorny issue however arose at community level where pilot projects were put in place by SLP. It was felt that there was poor accountability because whatever the programme promised, often took too long to be realized and, in a number of cases, results were not forthcoming. Communities could not therefore for certain tell whether SLP was committed to their proposals or not, as they were not aware of the lengthy procedures with UNDP.

5.2.6 SLP still had some uncommitted funds in its accounts as per time of terminal evaluation. Evaluation could not establish the outstanding balance as the programme was still on

going and many commitments at community level had not yet been paid for or certified.

5.2.7 Evaluation further observed that financial management of SLP created delays in execution of activities given the lengthy procedures in UNDP, which was the funds management agency. Moreover, failure to have a financial accounting office at SLP led to inefficiency in programme execution. A number of activities started were not yet fully financed although funds were still available at UNDP.

5.2.8 Evaluation notes that such setbacks in meeting all SLP objectives could be been avoided if SLP observed a number of issues regarding financial management:

- In a programme like SLP there is need for a financial management unit within the implementing agency of the programme.
- Managers of a programme like SLP needed to have as a requirement of some skills in financial and/or accounting management.
- NEX programmes should be fully entrusted to government or local executing

  agencies so that there are skill development at all levels.
- All commitments made to the communities under the SLP ought to be accomplished

  before closure of programme accounts.
- In view of SLP funds not committed, there is need to device a modality for extending programme activities to the extent that the funds are used to meet critical needs at community, LCC and MLGH.

5.3 Findings on Management Role of UNDP, UNCHS and ILO

5.3.1 Evaluation notes that management of SLP was carried out at different levels by a number of agencies. The following are considered significant:**UNDP**

- The management of SLP was greatly hampered through UNDP's financial management systems.
- Managing financial systems of NEX programme from UNDP reduced capacity development at national level, especially on financial management.

•Closing the SLP at end of 31" December 2001 as proposed by UNDP is seen as
   a management blow to efforts already put in place at the local level.

•   The coordination of the various agencies by UNDP was not strong enough.
    This probably explains why a number of agencies including ILO and UNCHS
    were delivering their inputs too late, or had not done so as per end of
    November 2001.

UNCHS

~ UNCHS supported SLP through widening its scope internationally and continued
   to share emerging paradigms in its backstopping missions. This is evident
   from the large number of fora in which key members of SLP and LCC were
   invited to participate.

•   Through the backstopping missions, UNCHS continued to refine the EPM
    methodology to suit the Zambian case.

ILO

•   ILO's participation on management structure is evident at the community level
    where
    training assisted members to gain confidence and improve their economic
    status.

•   The backstopping missions provided useful comments, which supported SLP
    management.

5.3.2 Evaluation notes that the management of SLP in particular, and SCP in general,
      could be greatly improved if the following are considered:

   • UNCHS as the global human settlements advisory agency should continue to
      provide networks for cities like Lusaka. This will enhance their exposure
      and hence improve EPM.

   •   UNCHS should refine the EPM methodology further. The recent inclusion
       of the Governance EPM kit is likely to provide another angle to the
       methodology.

•There is need to assess the cost of backstopping missions and if possible re-orient them so that they can be better placed in the programme. Advisory services should be combined with capacity building so as to reduce costs.

5.4   Institutional Structures/Arrangements

5.4.1

The SLP aimed to cut across institutional barriers and create partnerships. However, rules and regulations in the agencies, bilateral agencies, and central and local government made forging of partnerships and setting up of a NEX difficult, slow and sometimes weak. Further, UNDP di 3 not seem to have a clear place for agencies like UNCHS and ILO as participating pa ers with SLP, hence contracts and entering of memoranda of understanding took time. It was also difficult to get rules and regulation tailored based on the Local Government Act 1991 and a bureaucracy to cement the relationship with the citizens. Thus SLP was incorporated into the LCC structure without adequate institutionalization. Indeed significant time was spent before LCC staff could give meaningful support to the solid waste and water input, as was expected of them.

5.4.2 Evaluation notes that institutional structures are important in addressing the harmonization required during programme implementation. However, the differences and failure to bring all the i stitutions in SLP together for collective action, the committee gradually lost ground, giving way to the stakeholders consultative committee.

5.4.3 There is significant competition in the development arena at the international level. Specialized agencies like UNCHS are being displaced from their roles either because they have not revised th it approaches to development management or because agencies like UNDP are proposing to venture into specialized areas, like environment, thereby create dismal performance on inappropriately run programmes. The SLP pilot activities in the peri-urban areas

of Lusaka suffered from this problem. Technical aspects where UNCHS or an arm of government would have advised are poorly handled as a result.

5.4.4 The private consultancies (particularly that of Mary Jennings) played a major role in institutional harmonization and roles redefinition. On the other hand, for MLGH, the situation was more complicated because SLP did not have clear ministerial position. Thus, the ministry consi ered it better run at LCC. The difficulty with this arrangement was that SLP could not grow beyond Lusaka, as LCC had no mandate to replicate

activities beyond its boundaries.

5.4.5 At LCC, the structure of the RDC, the level at which SLP was to operate also posed problems. It was necessary to have it restructured so that it did not give political partisanship and that all community members could be taken care of. Thus SLP succeeded to some extent in changing those structures, if anything at least to be able to operate within.

5.4.6 UNDP's institutional structure, particularly in the administration of funds made the programme more complicated. It is noted that the arrangement to have all financial accounting for SLP from the agency defranchised the project of a strong administrational component and delayed many actions. Besides, the action created a withdrawal syndrome by the MLGH making its participation fairly minimal but as signatory with hardly any policy concerns.

5.4.7 Furthermore, the low level of gender awareness and empowerment of women and children, and the poor in general made participation weak. SLP endeavored to build institutions and mainstream gender into its activities. This enhanced involvement and commitment to EPM and CBEs formation.

5.4.8 From the SLP situation, evaluation notes that building of community social structures is an important component of any programme. It is worthwhile to built

such interventions into programme activities so that they are better received and participated in by all. In fact, this finding closely agrees with the EPM methodology, which clearly identifies institutionalization and gender mainstreaming as important components of participatory approaches and partnership in all areas.

5.5 Role of UNDP in the Programme

5.5.1 UNDP as a development agency, which supports governments at local levels through consolidation of resources from various multilateral, bilateral and international funding. Within the country cooperation frameworks of 1997 - 2001, SLP's focus fitted well into the UNDP environment programme of work.

5.5.2 The agency through support of Ireland Aid funding and its component provided the programme with a total of US$ 1,540,000. Participating as the funding agency and financial manager, UNDP was therefore an important partner in the SLP experience.

5.5.3 The agency provided key human resource recruitment processes and the day-to-day coordination of policy actions by SLP.

5.5.4 The agency was therefore responsible for the strength and weaknesses of SLP, most of which are listed below:

- Programme scope and control, as UNDP made key decisions or project document formulation.

- Controlled scope of pilot projects, from the financial point of view.

- Provided project period as per project document and CCF.

- Approved programme consultancies and backstopping activities as per work

programme and finances.

5.5.5 Evaluation concludes that structurally, UNDP could have given more autonomy to

GRZ to manage the programme and thereby create more capacity but this was not

the case. **5.6 Findings on LCC Management Capacity**

5.6.1 According to the project document, LCC was to undertake programme
management support of SLP. Evaluation notes that this was not however the
case because of a number of factors itemized here below:

- The weak financial base coupled with inadequate well qualified workforce
  made the

  LCC unable to participate appropriately in the EPM activities, and SLP in
  particular.

- Low salaries and poor conditions of service made LCC and MLGH staff
  unwilling to

  participate in any extra work beyond what was traditionally expected of
  them.

- Workers lacked the capacity to re-orient themselves to new approaches to
  doing

  things. The main reason for such attitudinal inertia could be inadequacy of
  on-the-job
  training and lack of motivational $_{-65-}$ courses. - short

• The Town Clerk as coordinator of the seven major departments of the council did not
have a framework to coordinate and re-orient the departments to take in the EPM

model of doing things. This could arise from the fact that the Local Government Act 1991 stipulates the roles of the Town Clerk and how they should be executed within the Council structure. Until such a time as the necessary amendments are made to the LGA, the Town Clerk could not effectively re-orient the council to the EPM approaches. In particular, there lacked a development coordination unit where SLP could have been placed so as to integrate with the rest of the council departments.

- LCC has a weak management information system. This affected the flow of information between SLP and Council departments, and particularly the finance sector. It would for instance be very tedious to undertake manual accounting systems incase SLP was fully integrated into LCC, and try to coordinate the data with UNDP and other agencies which are highly computerized.

- LCC's administrative structure as stipulated by the LGA 1991 is unnecessarily rigid. This significantly affected the entry of development partners in activities such as what

  SLP was engaged in.

- Failure to institutionalize SLP into LCC made it difficult for the programme activities to be sustained. SLP stood out as donor entity not an integral activity in Council.

- Although SLP significantly changed the relationship of peri-urban communities with LCC, it is unlikely that the same will continue in the absence of the programme.

- SLP's current management team has gained significant skills in EPM and other programme administrative activities. These could add significantly to city administration if a modality for their institutionalization were to be put in place.

- The ISWGs which provided significant skills to SLP activities should be considered a resource that the LCC should not loose site of. The ISWGs however were given low recognition by LCC.

- In view of the sensitization the communities have received on EPM and CBEs, the LCC has a lot to gain if a structure is put in place for sustainability of such capacities.

CHAPTER SIX

6.0 SUSTAINABILITY OF THE PROGRAMME

6.0.1 The concept of sustainability is no longer new in development. Sustainable development is often used to address social, economic and environmental problems that are faced by society today. By 1992, the world had become aware of the relationships between the economy and the environment. Thus sustainable development is about balancing the conflicting demands of economic development, social equity and human well-being and the natural environment.

6.0.2 In regard to the call made by Agenda 21, the UN and all other agencies demand that human activity development model adopted provide clear format for sustaining the efforts put in place. Evaluation takes sustainability to mean having the activities and their outputs to continue even without external support and getting the outputs to continue producing results that are economically, socially, politically and environmentally suitable. An assessment of the SLP's sustainability provides mixed feelings after the programme passes the year 2001, end of programme phase. Evaluation addressed the following components in assessing sustainability; institutional arrangements, resources, socio-political arrangements, programme approach and methodology.

6.1   Institutional Arrangements

6.1.1 The life of SLP depended on a number of institutions, which provided various forms of inputs. UNDP, UNCHS, Ireland Aid and GRZ provided the funding while UNCHS, ILO, LCC, NGOs, ISWGs consultants and various committees provided methodology, technical input, training and other forms of backstopping. The communities provided the active membership and labor for most of the arrangement in the pilot programme activities. It is therefore evident that SLP was a highly participatory process whose actions and success heavily depended on various institutional arrangements and support. An issue of concern however, is how the programme will operate in future if all the institutions are not involved. It is   noted   for   instance   that   UNDP

funding

ends by end of December 2001. That means SLP becomes financially

grounded. **6.2   Funding**

6.2.1 According to the Project Document the current funding arrangement with UNDP, Ireland Aid and GRZ ends on 31St December 2001. Evaluation notes that clearly, UNDP has indicated that it will not continue funding SLP under the present arrangements. The other, SLP has not developed any proposal for alternative funding arrangements. Consequently, it is difficult to envision sustainability under the current programme arrangements.

6.2.2 Ireland Aid was the other main SLP financing institution. Having been committed to the role of peri-urban environmental improvement even before the SLP activities, there was an indication that it would continue to support the initiatives so far put in place in any future arrangement. This would however, only be possible if the GRZ or LCC provides a suitable proposal.

6.3   Programme Organizational Arrangements

UNCHS

6.3.1 The roles played by UNCHS are paramount in urban development and management. The advisory services on EPM and training on EMIS formed key element in the SLP operations.

6.3.2 A key concern with UNCHS is that it depended on funding from various development partners in order to give its services. For this reason, proposals from GRZ or LCC need to clearly indicate the inputs that UNCHS would be providing and have them accounted for in the project cost. In this regard, UNCHS ought to aggressively look for alternative funding so that its advisory

services are parallel funded rather than being sought from the country projects. This will give the agency more support as a development partner.

ILO 6.3.3

ILO provided technical support through development of training material and training activities. It is noted that the training materials were delivered late. This means that ILO did not fully realize its goal of training all the communities. It is however noted that for ILO to continue with the activities, GRZ/LCC have to submit a new proposal and have it funded by development partner. This again means that sustainability of the ILO support depends on the proposal.

GRZ and LCC

6.3.4 It has been observed that success of local development programmes depend on the support of both the central and local government and the communities' willingness to participate. In lieu of this observation, GRZ and LCC were therefore expected to be the key actors in SLP activities. An assessment of SLP's activities however shows low participation from GRZ and LCC. This is particularly so given the weak political support and lack of any attempts to institutionalize the programme. This having not been done, the future of SLP depended very much on what proposals put in place to support the future of EPM. Clearly, GRZ and LCC must be the institutions to take the initiative to provide proposals to seek funding and other institutional arrangements to support EPM
and any related activities, which were generated over the programme period.

The Communities

6.3.5 Evaluation observes that SLP mostly benefited the peri-urban communities who received training, services and various forms of sensitization on EPM, and entrepreneurship development. These communities expressed their willingness to work with the programme partners by providing vital resources; labor and time. It is notable that their spirit could be rekindled or dampened depending on what happens to the SLP beyond the programme period. Evaluation notes that

there is need to support future proposals to continue with the EPM processes, but this depends on LCC's determination in fundraising and institutional partnerships and arrangements. Clearly there are a number of development agencies and various NGOs that are willing to support the communities in the EPM processes, but a collective arrangement ought to come from LCC or the GRZ.

6.4   Sustainability of EPM Approach

6.4.1 The sustainability of EPM under the current SLP management structure is weak. Evaluation could not establish any significant pressure from SLP management, LCC or GRZ to have the programme continued. The only key concern was among the communities, who really wanted the programme continued. To sustain the EPM effort, there is therefore need to address the institutional arrangement, identify the implementing

agency and the executing agency and then evolve a supportive programme document. It is important to note that the roles of UNCHS and ILO are still very important but in a case where a NEX arrangement is favored, a local institution must take the initiative of developing the proposal for the future. At all costs, the effort so far expended, the interest generated and resources spent to develop training manuals, methodologies and acquisition of equipment should be considered a key drive to sustain the EPM process in Lusaka and Zambia in general.

6.5   Sustainability of Community Based Enterprises

6.5.1 Evaluation notes that the main area where the achievements of SLP would be sustainable is training for capacity building as both communities contracting in solid waste and water management. The sustainability of the community-based waste management companies, which SLP started and supported, would largely depend on the provision of secondary transportation to take solid waste from the community to the tipping site, either by the community itself or other agencies, and also on an on-going training and technical support in the operation of solid

waste enterprises.

6.5.2 As for the community-based water management, the water project in Ng'ombe still had a number of issues to be resolved in order to improve the quantity and quality of the water that was being pumped, and also the security arrangements at the borehole site need to be completed in order to safeguard it from vandalism and theft. In Linda settlements, where the training in water entrepreneurship came late at the close of the programme, the sustainability of the project would depend on linking it to an on-going programme.

6.5.3 On the final analysis, it is clear that $_{-70-}$ the CBEs could be sustainable if there

continues to be seed funding to support critical needs, tools, and start-up funds for new enterprises. There is also need for having all partners performing their roles. LCC had particularly been a weak partner and yet it should be the agency supporting these enterprises to grow.

6.5.4 In order to improve on sustainability of the CBEs, the area of diversification need to be addressed. There should be other areas of enterprises so that the rest of the community members are involved in, otherwise it will be difficult to raise funds to pay for services rendered to the solid waste and water management businesses

CHAPTER SEVEN

7.0 LESSONS LEARNED

7.1   International methodologies

7.1.1 SLP has been an experience in international methodologies in a local environmental management situation. Through the programme it has been demonstrated that the traditional approach where urban services provision and environmental management were a sole responsibility of the local or central

government are now changing. Communities are now expected to take control of development in their areas and provide services while engaging in economic activities.

7.1.2 United Nations and other international organizations are important in influencing local development provided they work in a well-coordinated system. The case of SLP clearly demonstrates that presently because some of the UN agencies' roles are overlapping, there often occurs duplication of services, which may even lead to competition as to which agency should be doing what. It is however important that these agencies clearly stick to their mandates, and where there is need, clear, partnerships be developed in a well-coordinated way.

7.1.3 The partnerships developed in SLP, especially the Stakeholders Working Committees are a suitable way to bring together development partners from both the UN agencies, bilateral agencies, NGOs and various government machinery at local level to work towards a common goal.

7.1.4 The programmes initiated under the CCF of UNDP have a fixed life based on the funding cycle. The programmes clearly stipulate when their funding from the international agencies will end, and are expected to close by that time. The term "closure", which is used to mean an end to a funding phase, need to be reconsidered, as local communities are having major difficulties in understanding what "closure" means, nor do they want to accept the fact that their programmes should close at all

once started. Evaluation observes that development partners should not close project initiatives they have started with the people, nor is it appropriate to totally close such activities even from the donor point of view. Project closure has negative impact to the community, as it seems to mean in the case of SLP, the end of EPM in Lusaka.

7.1.5 Use of citywide consultations in sensitization of people into a new methodology

is an effective way of reaching programme targets. SLP used the citywide consultations effectively to create awareness of SCP activities, EPM and SLP.

7.2   Goals and Objectives Setting

7.2.1 SLP's aim to focus EPM in the peri-urban areas where poverty and development marginalization are prominent was timely. It has enabled the LCC to focus on ways and means the low-income communities could be assisted to get into the mainstream development basket.

7.2.2 The objectives of combining EPM with CBEs development enabled the international communities to put in place an initiative that creates a sense of belonging to the local communities if well nurtured. For SLP has actually enabled people to appreciate their role in development and environmental management in tandem.

7.2.3 SLP underwent time-to-time objective re-organization and refocusing, even during the programme operation period. This improved its effectiveness, and enabled better re-orientation to target communities. Lack of rigidity and programme openness is key ingredients in current development paradigm components.

7.3   Programme Activities (Design and Implementation)

7.3.1 SLP's activities were focused to communities that could otherwise not receive services from the conventional urban development mechanisms in Lusaka. This made SLP popular among the peri-urban areas although its activities were difficult to implement.

7.3.2 The focusing on solid waste management and water and sanitation as the key activities for SLP was an effective way of utilizing limited resources in a new programme area. Even though some of the communities feel they would have

preferred other options, practically it would have been more difficult for SLP to target many more areas of concern, beyond the two that were selected at the embryonic stages of the approach.

7.3.3 Communities are willing to contribute and support programme activities provided they are made to feel apart of the process. One of the ways of making them feel part of the process is to train them and build their capacities. SLP gained support from the various communities largely through the various forms of training and sensitization sessions community members received.

7.3.4 The concept of community contracting as way or providing essential urban services is a sustainable way to approach development because it utilizes the local peoples' capabilities, and is likely to generate outputs at very low inputs. The system however requires sufficient social sensitization and understanding among the communities before it is instituted so as not to create tension in the communities where others feel are left out.

7.3.5 In community contracting, all partners should meet their obligations otherwise interest in the activities wanes very fast and the whole programme set-up may collapse.

7.3.6 Training and capacity building are an effective way of creating local development. SLP through the support ILO and UNCHS carried out training which served as effective tools for employment creation and EPM in communities in peri-urban areas and LCC staff.

7.3.7 Development of well-articulated manuals is a key essential in undertaking effective capacity building activities. SLP lost significant capacity building contribution due to the -74-

slow process of production of training-manuals by ILO.

7.3.8 Training of trainers is a key essential if a capacity building programme is to be sustainable. SLP's capacity building activities gave minimal attention to training of trainers; hence, sustainability of the training activity is weak.

7.4 Programme Scope and Limitations

7.4.1 SLP's limitation to Lusaka rather than introducing it at national scale was important because it enabled the country to experiment on the EPM process in better-organized local authority system before trying it elsewhere. Furthermore Lusaka as the largest and most sophisticated urban area of Zambia provided critical challenges which would enable the programme to be fine-tuned before any attempts for replication are made.

7.4.2 Limiting capacity building in SLP to solid waste and water and sanitation management though making the programme manageable for experimentation purposes limited the scope for the communities, as many people could not be incorporated into the CBEs in solid waste or water and sanitation where they had different business interests.

7.5 Project Process and Effect

7.5.1 SCP and the associated EPM approach are a key revolution to urban management. The SLP has had minimal impact in the general urban management mainly because it has not been institutionalized at LCC or MLGH levels. At community level however, there is specific mentions of the programme especially where its capacity building activities were intensive. The EPM process has rekindled community thinking as they now consider themselves as key partners in development management.

7.5.2 SLP created a forum where various development partners came together to share ways of doing things. It is particularly noted that SLP enabled

initiatives in peri-urban areas originally started by Ireland Aid and NGOs like CARE-PROSPECT, to be

undertaken in a better and organized way. The final result is that the programme more strongly planted the EPM in the communities.

7.5.3 Sustaining development activities, which are initiated or supported by development partners, is often very difficult. SLP's sustainability as a programme is equally hazy to conceptualize under the arrangements in which it was run. It is however important to note that the CBEs initiated by the programme can sustain the EPM process even in the absence of SLP if they are well managed. The strengthening of community through capacity building and employment creation and hence enablement to undertake EPM is a successful output of SLP.

7.6   Institutionalization of SLP Process

7.6.1 SLP remained uncertain about its future because it had not been institutionalized into LCC or GRZ urban planning and management structure. Under such circumstances, it will be difficult to get a structure for running its initiated activities after initial programme
 funding is closed.

7.6.2 SLP strengthened local community institutions by enabling RDCs, which were existing, and supported formation of those that were not there. At community level, therefore, the programme provided institutional strength. It is also noted that RDCs
became more participatory especially through initiatives supported by SLP.

7.6.3 SLP supported ISWGs as units of development which otherwise will be non-existent in traditional urban development and management. It is however learnt that the ISWGs were not institutionalized at LCC or GRZ and as such

they are a potential in development action that ought to be tapped and integrated.

7.6.4 SLP changed community perception of what local government is, what it can do and what the people can contribute. This is a positive contribution to ownership of development, which otherwise would be non-existent without the programme.

7.7 **Programme Funding**

7.1.1 Reliance on UNDP without other funding sources made SLP activities vulnerable. Evaluation notes that once a programme is set up, the involved institutions should have clear forward planning for sustainability and strengthening of the objectives of the programme. As the guardians for the SLP, MLGH and LCC should have undertaken serious fundraising activities to ensure the programme remains operational when UNDP funding ends in 2001.

CHAPTER EIGHT

8.0 MAIN FINDINGS AND

RECOMMENDATIONS 8.1 Background and

Concept Design

8.1.1 Background to the programme
Findings

8.1.1.1 The SCP as founded by UNCHS and UNEP, based on the Agenda 21 of the UN emphasizes the intertwining of development with the environment. The programme has been a useful way to look at environmental planning and management of cities as it brought out strongly the concept of participation and partnerships. SLP was set up as a pilot activity in the line with the worldwide

SCP, which was intended to support improvements in EPM in human settlements. The Lusaka case of the programme should be used to generate similar programmes in other urban systems of the country because it has demonstrated a number of positive structural changes in urban management.

8.1.1.2 SLP was initially conceptualized by UNCHS, but the final programme included poverty alleviation and employment creation through entrepreneurship development as advocated by UNDP and ILO and the supporting bilateral agency, Ireland Aid. This synergetic approach, bringing together their divergent methodologies, made SLP a better-focused programme; addressing EPM and poverty management as well.

8.1.1.3 The modifications made to SLP from the original EPM are considered a significant development paradigm shift; which turned the environmental management into an employment activity for the poor as well. Eventually the adopted approach made the SLP have a more sustainable outlook, even within the low-income communities.

8.1.1.4 The citywide consultations at the beginning of the programme enabled issues to be identified, conceptualized, prioritized and tailored to meet the actual needs of the communities in Lusaka. The sensitization process created capacity for EPM among many actors, and enabled the programme to   be   designed   more relevantly.

Recommendations

8.1.1.5 There is greater need for international development agencies to readdress the subject of development methodologies and if possible, tailor what is available to suit the unique local conditions and issues, even if that means abandoning the original idea.

8.1.1.6 Synergy rather than competition should be encouraged among development actors and partners, especially where many agencies and institutions are

involved. It is necessary for the various agencies to hold consultations in the beginning to articulate what the local people see as their key problems and needs before they fully conceptualize a programme.

8.1.2 Adjustments for partnership

Findings

8.1.2.1 UNCHS is considered the initiator and guardian of the SCP and by extension, SLP. From the SLP experience it is evident that many partners are necessary in order to effect a programme touching on many aspects of development. However, these partnerships involving international agencies, government, local authorities, NGOs and local communities, should be better managed and supported so as to attain more effective results. Effective partnership will require good understanding of the structural constraints inherent in each partner, and adjustments among the organizations to allow for role sharing rather than competition.

8.1.2.2 Partnerships require a level of leadership for it to work well. In SLP, UNDP was the evident team leader. There is need for that team leadership to be recognized right from the programme formulation to implementation. It is imperative however that the team leader accepts the other partners and maintain adequate technical competence so as to provide guidance to the programme. In the case of SLP, probably UNCHS was better placed as the team leader in view of its experience with the EPM process. That could have produced results more effectively.

Recommendations

8.1.2.3 The roles played by the partners should be maintained within a rejuvenated management and organization of UNCHS operations. It is imperative that funding partners support UNCHS to meet its obligations in programme methodology design and improvement in the area of human settlements, but at the same time, UNCHS should be more aggressive in raising funds of its own so that it can more comfortably give parallel support to most of its roles in the EPM processes.

8.1.3 Government as executing agency

Findings

8.1.3.1 The responsibility given to GRZ (MLGH) as the executing agency of the SLP was weakly handled, as there is no tangible policy action that evolved, nor any appreciable contribution made to the programme by the MLGH. The executing roles were also further disjointed by separation of some functions, which were handled by UNDP. MLGH did not therefore feel fully responsible to the project.

Recommendations

8.1.3.2 Future roles of government or other local institutions as the programme, and the expected outputs of the executing agency should facilitate executing agency be clearly stated.

8.1.3.3 There is need for UNDP to be clear that once executing and implementing roles have been entrusted to an agency or institution that should remain to be the case throughout the programme. Case of separating some portions/roles (as was the case with financial management of SLP) makes the executing or implementing agency demoralized.

8.1.3.4 For GRZ to form effective partnership with the rest of the development institutions, there is need to create a working structure, which will enable personnel and resources to flow from government to the intended programmes.

8.1.4 Focus on Poverty in Peri-Urban areas

Findings

8.1.4.1 SLP's focus in the high-density peri-urban areas was timely. It addressed issues, which are currently addressed by GRZ (such as poverty alleviation) and communities that were most vulnerable in the urban development scene.

8.1.4.2 Disaggregating population by income groups and gender was important in focusing on the most affected groups in society. Hence, the special attention on

women as a critical group in training and CBEs was particularly useful in reaching the poorest persons with

income generating activities and EPM as well.

Recommendations

8.1.4.3 SLP's focus needs to be taken beyond the pilot communities. There is need for other programmes, which could enable the peri-urban communities, improve their livelihoods.

8.1.4.4 The gender mainstreaming approach emphasized in SLP is important as a way of making the EPM more effective. This should be emphasized in all other development activities where communities are to be involved.

8.1.4.5 Further training and CBEs, which could address more people, are needed, that will give the poor more worth in the process of urban growth and development.

8.2

Institutionalization of SLP Processes

Findings

8.2.1 The SLP aimed to build and enhance institutional structures at community level as prerequisite for improved programme participation. This came out very well such that by the time pilot projects were being initiated, all the concerned communities had a RDC in place, which represented people in the SLP activities.

8.2.2 SLP has established and enhanced level of partnerships and among various institutions that came together in consultative meetings to discuss development. This is seen as a positive move for future programmes as prior to SLP, it was not even possible to know who was doing what.

8.2.3 The fact that institutions evolved at community level have been positively recognized by the LCC is a sign that LSP has been a significant factor in institutional building at local level. The programme has therefore enabled the

LCC to manage community better and to create better understanding between the council and communities.

8.2.4 The current MLGH regulations and in particular the Local Government Act on which councils are run has been rigid on many issues. This means that emerging development approaches cannot easily be institutionalized. At LCC level for instance, SLP activities have so far not been institutionalized because of the existing rigid administrative structures. Thus, although SLP is located within the council and in practical terms provided immense capacity and image building for the council, legally it has no place and

cannot be replicated internally without some change to LCC. While this has been the concern of the Stakeholders Consultative Committees for quite sometime, change still has to be effected in the council establishment to enable programmes like SLP to have development mandate.

8.2.5 Different financial regulations and terms of remuneration the staff work made it very difficult for the council to second officers to support programme activities without change in their remuneration structure during that period. Although this is a contested issue among the development partners, it is still evident that the government and local authorities are still unable to resolve the issue amicably. LCC therefore performed dismally in providing partnership resource to SLP during the programme period.

8.2.6 Concentration of management at UNDP denied LCC and SLP a chance to develop capacity in financial management. This was the feeling right from MLGH, LCC, SLP, and at community levels. At community level, aid was simply delivered materials without even a voucher invoice so that people would understand what their materials were worth.

This was not well received by the communities, who actually felt that they could have negotiated for lower prices.

8.2.7 Rigidity in organizational management structure was experienced as one of the strongest institutional weakness in the programme. All the institutions involved stuck to their operational structures without giving in to partnership negotiations.

8.2.8 The ISWGs became a significant pool of resource, which ordinarily would not have come together to discuss development issues. The key concern is that the groups were not institutionalized at LCC and as such they are likely to disintegrate in the absence of SLP.

Recommendations

8.2.9 There is need to conceptualize and set up a development-oriented office for MLGH and the local authorities. Such an office would enhance conceptual and methodological gauging of the development arena, provide fundraising capacity and coordinate development initiated with external funding partners. Because of the high profile of duties and coordination required, the office should be set at senior level so that it can handle issues at all levels. At LCC level, the office is overdue as it could benefit significantly from the SLP experiences and resources.

8.2.10 The rigid structures within which institutions are run need to be flexed in view of the world trend to involve partners in development. In this regard, development partners should not always see change as mono-sided, (from the aid-receiving partner), but also from their structures. UNDP being the most prominent governments' supporting institution should be the first to harmonize its financial structures with those of governments and local authorities in the regions of operations.

8.2.11 To improve on partnerships and performance of government-seconded staff to projects, there is need for a policy re-examination and valuation of inputs so that the question of topping up staff emoluments to compare with partners on external aided projects is ironed out.

8.2.12 The ISWG is an important idea generated from the EPM process. Its institutionalization in local development should be made so that their resource and advisory capacity once put in place it can be predicted and sustained. The local authorities should therefore set up various standing ISWGs to enhance participation in development.

8.2.13 The community institutions and structures developed as a result of programmes like SLP should be maintained and institutionalized by the LCC to improve participation in development.

8.2.14 Given the slow pace at which the communities in the peri-urban areas received material aid, and the poor performance of LCC in the negotiated partnerships, these communities should be supported to enhance their development, otherwise they will feel cheated at the end of the SLP.

8.2.15 UNDP's stand on management needs to be more accommodating in order to enable institutionalization of its supported programmes.

8.2.16 Ireland Aid, which has been one of the support institution to the SLP both financially and technically, should be requested to support future efforts, which could enable the SLP initiated activities to be continued. LCC should take immediate action in presenting proposal for such required support before SLP initiative wanes.

8.3. Programme Implementation

8.3.1 Programme acceptance and application

Findings

8.3.1.1 The development partners, stakeholders and communities, accepted the EPM approach to urban planning. This is clearly evident in the commitment the

partners showed towards the programme, but more importantly from the euphoric acceptance that the peri-urban communities exhibited. The participation of the LCC and MLGH official in the consultative forums is a clear indication that the LCC and in

extension the GRZ is committed to adopting the EPM as a planning and development process.

8.3.1.2 The adoption and application of EPM is evident in the generated outputs such as the environmental profiles, formation of the ISWGs, development of action plans and their implementation.

Recommendations

8.3.1.3 The stakeholder consultative forums should be encouraged and pursued, as they are an important mechanism not only in raising publicity and awareness, but also seeking some partnerships and trust of the communities and partners.

Recommendations

8.3.2.2 A communication mechanism for promoting EPM and community entrepreneurship development needs to be encouraged in the media, and if possible to be run in conjunction with the local daily newspapers and radio. This will create increased SLP awareness.

8.3.2 EPM communication and publicity

Findings

8.3.2.1 The SLP used various approaches in undertaking advocacy and dissemination of EPM information. The most notable approaches used include stakeholder forums, attendance of international trips, publication of a newsletter, drama, radio programs, and the monthly bulletin. These approaches worked very effectively in raising community programme awareness and acceptability. This was probably the reason why training at community level was effectively run. However, it is also evident that communication within the local communities was weak due to inadequately packaged information.

8.3.3 Gender awareness

Findings

8.3.3.1 The implementation of the EPM processes involved sharing of development thoughts with all sectors in community, including gender and other special groups, that are -85-

normally ignored in the process. Evaluation noted that men, women and children were involved in the citywide consultations. Moreover, SYB training addressed both men and women and the results of these were evident at the CBEs where both genders were actively involved. It is therefore correct to conclude that the training empowered communities in managing their lives.

Recommendations

8.3.3.2 Gender factor and more particularly women, should be considered in the EPM processes. The women should be trained on water and solid waste management whereas the men should be involved in the construction of the midden boxes.

8.3.3.3 There is need to address further training to those who received the SYB training so that they can be empowered even more for community development.

8.4 Programme Achievements

8.4.1 Improved environmental management

Findings

8.4.1.1 The community solid waste management approach initiated by SLP made inroads into the compounds and had quite effectively moved waste to the designated collection points.
This was clearly evident at homesteads, walkways and community infrastructure areas, which were clean and tidy. However, overall environmental improvement had not been attained because the garbage was heaped at the midden boxes on the roadside because the

LCC had not provided the secondary transport of the garbage from the midden boxes to the dumping sites. The other, in all the pilot compounds, the midden boxes were either incomplete or inappropriate in quality and therefore did not offer proper environmental management. The engineering and design aspect did not portray good picture of a well
managed technical strategy.

Recommendations

8.4.1.2 The management of waste collection by CBEs needs to be addressed as whole so that it -86-

does not create acrimony in the community when households are not able to pay. It is important for LCC to address its responsibility on social services to the citizen even in the peri-urban areas so that it becomes the responsibility of LCC to pay the CBEs for
waste collected, rather than the families. The council can then levy rates, or taxes from the citizens to compensate for waste collection. The CBEs should strive to improve on performance and effectiveness in reaching the informal sector settlements where city council crews would not easily access.

8.4.1.3 There is need for better technical support to the whole process of solid waste management. This calls for properly designed waste collecting equipment, protective clothing, midden boxes and secondary transport. The services of an ` appropriate technology' conscious engineer or designer are needed and institutions like Intermediate Technology Development Group (ITDG), university or other technical departments could be an asset in partnership.

8.4.2 Employment generation and community contracting

Findings

Employment generation

8.4.2.1 The concern with poverty alleviation as contained in SLP, and the development of CBEs, intertwined with EPM processes is an ingenious way to handle

employment creation. SLP evolved a new concept albeit not fully taken to fruition during the programme period.

8.4.2.2 Evaluation noted that SLP had helped to generate many CBEs where a large number of people were productively employed. This was commendable given the high rate of unemployment in the LCC.

8.4.2.3 Some of the CBEs in solid waste sector were already getting out of business because the LCC had not met its obligation of providing secondary transport for solid waste from the community midden boxes. This demonstrated a poor partnership trend and was creating mistrust at the inception of what looked like a viable way of managing environment and

 employment.

8.4.2.4 The SLP concentrated its CBEs efforts within solid waste and water management. From community assessment however, there were needs in other areas as not all could do business in the two sectors where capacity building had been concentrated.

Community contracting
8.4.2.5 The concept of community contracting although effective in delivery had social misgivings. Evaluation noted that some families were opposed to paying for their garbage to be collected, but instead delivered it themselves to the midden boxes. This was
however unacceptable to the waste collection companies. The question of affordability therefore formed a major concern, which SLP had not resolved. Some community members observed that it was unworkable for the solid waste management companies to be paid to collect waste from homesteads where there was full unemployment. They wondered where the families were expected to raise money to pay for waste collection when they did not have money even for basic needs. These are some of the issues which remain unresolved in the area of

community contracting, particularly when the companies do not have the means to complete the cycle of waste delivery from the compounds, and therefore do not show results better than the households would have done.

Recommendations

8.4.2.6 The efforts made by SLP in community innovative employment generation should be encouraged and supported, as this was the main interface between the communities and LCC. The LCC has a lot to gain by supporting the activities already put place, and generate even more as a way of improving incomes and reduce poverty.

8.4.2.7 The LCC should be committed to meeting its obligation in programme delivery. The unmet promises made to the various communities during the SLP activities do not augur well with the tenets of good governance and partnership.

8.4.2.8 There is need to put in place a full-fledged informal sector entrepreneurship programme so that more people can be introduced to productive employment in a wider range of

skills. The efforts initiated by ILO in the development of the informal sector in urban areas need to be addressed and harnessed for the low-income communities in Lusaka and other urban areas of the country. This will significantly reduce poverty in the peri-urban areas.

8.4.3 Training and capacity building

Findings

8.4.3.1 SLP had a strong capacity building component at community level, which made the programme popular and successful. It is noted that so far the programme has trained or sensitized more than 470 persons, covering the two main areas, water and environmental management. In addition, 250 persons were sensitized in the citywide EPM consultations held in 1996. The training was carried out by a

number of partners, including ILO, UNCHS, Ireland Aid and NGOs. The training enabled the communities to significantly change their way of approach to life, and particularly added the positive concept of
participation and community contracting besides better focus on EPM.

8.4.3.2 The training manuals developed by ILO, though not available to all, are an important output that could be used to undertake replicative initiatives elsewhere or by those who wish to undertake self-training.

8.4.3.3 The training of trainers at community level is an effective way of sustaining capacity building. However there were no clear records kept as to where they could be accessed for consultancy purposes.

8.4.3.4 Much of the SYB training was done late into the programme such that in most the communities it will not be possible to set up the pilot activities before the end of SLP. Evaluation noted for instance that the SYB course was mounted as late as NovemberDecember 2001.

8.4.3.5 The EMIS training, which was to be the main, tool for spatial management at LCC was not effectively carried out, as it came late into the programme. The equipment provided **-89-**

to LCC for EMIS and GIS were still not adequately used. This was also evident from the fact that very little spatial forms of presentation of the SLP activities were available.

8.4.3.6 The CBEs training focused on the area of water and solid waste management. This limited scope made many prospective entrepreneurs in other areas to miss out.

8.4.3.7 Capacity building and training through SLP was successfully handled at community and citywide level, but nominally at LCC. While evaluation could not fully establish the economic worth of the training attained especially at

community level, from social assessment and recipient perceptions it is reasonable to say that the programme was effective. The programme however scored poorly on activity replication, where little has been achieved so far.

Recommendations

8.4.3.8 Capacity building for EPM should be intensified systematically at various levels of urban management. It is imperative to set clear targets and focus based on a needs assessment.

8.4.3.9 There is need to increase entrepreneurship capacity in the peri-urban areas by widening training in the area of CBEs and contracting, and if possible to cover a wide spectrum informal sector potential trades.

8.4.3.10 There is need to re-evaluate the CBEs, so that the businesses started fit well into the community social and economic structures.

8.4.3.11 There is need to increase the number of trainers of trainers in the CBEs and their records kept, so as to enable faster replication of the skills to other areas of Lusaka and Zambia at large. A proposal should be undertaken at MLGH and LCC levels towards this goal.

8.4.3.12 The training materials generated by ILO and UNCHS should be reproduced locally in appropriate ways so as to enhance training without necessarily contracting the international organizations.

8.4.3.13 The training of EMIS and GIS needs to be effected until competence is attained at LCC and MLGH. It may be important to identify a local training institution where competence training can be concentrated so that the institution in turn can keep sustainable nurturing to the EMIS sector. The EMIS training materials so far developed by UNCHS should adopted to local conditions to enable EMIS competence to widen.

8.4.3.14 There is need for MLGH to evolve a proposal for EMIS training ad management at various levels so that competence is attained at all municipal levels. This at LCC level will ensure the equipment and software obtained from the SLP are well utilized.

8.4.4 Community empowerment

Findings

8.4.4.1 The key output of the programme at community level has been that of creating economic empowerment through awareness creation, capacity building, and restructuring of societal perceptions. Through the strategies designed, a reasonable degree of programme delivery has been reached in the selected settlements.

Water and Sanitation

8.4.4.2 Programme work addressing water and sanitation had some commendable work on the side of training in water management but water resource was still very scarce in most of the compounds. The pilot water project at Ng'ombe serves about 70 households, which is far below than the demand. The communities were therefore likely to continue using water from unsafe sources including highly polluted-shallow wells.

8.4.4.3 Regardless of the graveness of the sanitation issue as indicated by the surveys reports, SLP gave it a low profile treatment. A parallel initiative through the RDC was providing material loans to households to build ventilated pit latrines, but so far, these facilities are inadequate and of low quality in most of the compounds.

Solid Waste Management

8.4.4.4 This was the top priority issue   addressed by the SLP work. It is noted

that sensitization on community management of waste, training, and the setting up of CBEs on solid waste management were effectively done in the eight compounds. The overall situation however still remains unsatisfactory as waste was piling at the midden boxes. The key failure in this regard is that LCC could not meet its obligation to provide secondary transport of solid waste to the dumping sites. The other, SLP was not innovative enough to change strategies or partnerships to help save the image of the pilot work on solid waste management. The final analysis is that EPM had not created a total solution to waste management, as garbage keep on piling at the roadsides.

Recommendations

8.4.4.5 There is need to continue further community economic and EPM empowerment strategies so as not to lose the concepts and actions so far generated through SLP.

8.4.4.6 The CBEs in water and solid waste management need to be re-examined and developed further. The thorny issue of secondary transport should be built into the CBEs activities by having a willing and able partner to provide say a tractor and trailer, which could service a number of the compounds undertaking the waste activities.

8.4.4.7 Water and sanitation were still a thorny issue in the livelihood and development of communities in the peri-urban areas. While on the short-term more boreholes managed through the CBEs are proposed, in the long-term there is need for a clear strategy, which will enable surface water to be transported from an appropriate river system to the city in order to meet the demands of increasing population. This will reduce the chances of people using polluted water, which is likely to occur as more people in the city continue to use pit latrines and septic tanks for their sanitation.

8.4.4.8 There is need for LCC to consider development of the improved pit latrines in all the peri-urban compounds. The programme should include technical design manuals, materials and supervision of the construction so as to provide

appropriate community sanitation systems. At the central places, CBEs on sanitation facilities could be conceptualized.

8.5 Programme Management

Findings

8.5.1 Programme management staff at SLP was lean and skewed towards the social sector. This made the operations of the programme a little bit constrained. Much of the work on solid waste management, water and sanitation, required an engineering input.

8.5.2 SLP benefited from a number of consultancies, backstopping missions and specialized studies. Due to short programme period and frequency of the consultancies, the SLP management may not have put into use most of the report findings and proposals.

8.5.3 LCC, which was to provide technical support was often not able to do so, hence some decisions were made without adequate technical input.

8.5.4 MLGH provided little administrative or technical support other than certifying of financial expenditures. This did not help SLP to build a replicative image to the programme activities.

8.5.5 The fact that SLP worked with a determined end at 2001 in a way affected programme delivery in year 2001. It is noted for instance that ISWGs ceased to congregate and communities' interest started to wane on anticipation of programme closure.

8.5.6 The location of financial management at UNDP denied the SLP, LCC and MLGH the opportunity to improve capacity in financial management. This meant that SLP could not even address issues of fundraising to support sustainability.

8.5.7 Local committees formed an important component in SLP administration. The stakeholder committee, the ISWGs and the RDCs all forged important participation fora, which supported SLP management.

Recommendations

8.5.8 Programme conceptualization should include evaluation of management capacity so that the necessary technical support is included in the core administration structure.

8.5.9 The coordination of EPM at LCC should be combined with key financial management skills. This calls for forward planning combined with project activities.

8.5.10 Since UNDP does not intend to support SLP beyond 2001, LCC and GRZ should be encouraged to look for other alternative funding to enable continuity of EPM.

8.5.11 To improve on programme performance, clear institutionalization strategy is required at project document level.

8.5.12 To replicate work for SLP, there is need for immediate institutionalization of a development coordination office at LCC to enable results so far attained not to be lost.

8.5.13 The committee system is to be encouraged in development partnerships because it creates a sense of belonging to all development actors. In particular, committees involving funding partners, programme management, NGOs and community representations are significant.

8.6 Programme

Constraints *Findings*

Financial management

8.6.1 Evaluation notes that the SLP has achieved some of its goals, albeit with many constraints. The major one was the financial management. Evaluation notes that UNDP and Ireland Aid provided the funds, which were managed by UNDP as opposed to SLP, because it lacked financial management capacity. The long bureaucratic procedures in UNDP, contributed to the slow pace of the programme take-off and completion of activities. As per the time of terminal evaluation, there were still unaccomplished activities, but there were funds remaining in the programme accounts. This may

demoralize the community members and affect future participation efforts in project implementation.

Programme personnel

8.6.2 The other, SLP was constrained by programme personnel. Evaluation notes that the SLP was a broad programme to be managed adequately by only three officers. Moreover, the programme officers had an orientation to the social sector as opposed to the engineering sector. The staff secondments from MLGH and LCC towards the programme were not forthcoming and committed.

Recommendations

8.6.3 Financial management of a programme should be given adequate attention as part of the management strategy. It is important that programme officers who have financial management skills be considered especially for the programme managers, and where this is not possible, an accounts officer be included in the programme personnel.

8.6.4 The re is need to re-assess the financial management structure of UNDP in relation to programme activities so that supportive structures are put in place so as to reduce delay in funding of programme activities.

8.6.5 A financial management unit should be set up at the implementing agency to manage programme funds. Further, community members should be involved in any expenditure incurred to their behalf. This will reduce unnecessary delays and ensure accountability and transparency.

8.6.6 Core programme management staff should come from diversified fields and more importantly have basic financial management and accounting knowledge to provide an informed execution of the programme.

8.6.7 There is need to set up a development coordination unit to coordinate development in the country.

8.6.8 There is need to set up a legal framework to enable the NGOs and other development agencies to facilitate development within the country.

8.6.9 The advisory and technical service providers should provided by local universities and
other technical training centers as a way of ensuring local personnel sustainability.