

Institutional framework study
of
Northern Province Rural Development Programme
ZAM 020

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Lusaka

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ii. Acronyms

ARPT = Adaptive Research Planning Team
CARO = Chief Agricultural Research Officer
DAO = District Agricultural Officer
DCU = District Co-operative Union
DLGO = District Local Government Officer
DS = District Secretary
DSP = District Support Project
EEC = EEC Micro Projects
ETSP = Extension and Training Support Project
FCNP = Fish Culture in Northern Province
FRTPU = Feeder Roads Training Production Unit
FSR = Farming Systems Research
GRZ = Government of the Republic of Zambia
ILO = International Labour Organisation
LBRIMP = Labour based Road Improvement and Maintenance Project
MAFF = Ministry of Agriculture Food and Fisheries
MLGH = Ministry of Local Government and Housing
MMD = Movement for Multi party Democracy
NCDP = National Commission for Development Planning
NCU = Northern Co-operative Union
NEAP = National Extension Action Plan
NORAD = Norwegian Agency for International Development
NP = Northern Province
NRAP = National Research Action Plan
PAO = Provincial Agricultural Officer
PFO = Provincial Fisheries Officer
PLGO = Provincial Local Government Officer
PPU = Provincial Planning Unit
PS = Permanent Secretary
PSDO = Provincial Social Development Officer
PYDO = Provincial Youth Development Officer
SIDA = Swedish International Development Agency
UNIP = United National Independence Party
VAP = Village Agricultural Programme
ZCF = Zambia Co-operative Federation

iii. People met

Mr Longva	Director MLGH
Mr M.D. Veitch	Senior Manager and Evaluation Officer PPU Kasama
Mr D.H. Kalebuka	General Manager NCU, Kasama
Mr F Lubinda	Chief Pl. Officer PPU Kasama
Mr Simbeye	Director of Works Kasama
Mr S. Chongo	District Secretary, Kasama
Mr Patel	Director House of Kasama
Sr. Louisa	Catholic Church, Order of Child Jesus, Kasama
Mr Toppe,	Log. Officer DSP, Kasama
Mr O. Martins	Tech Advisor, PPU Kasama
Mr Kaleluka	Regional Officer Social Recovery Programme, EEC Micro projects, Northern and Luapula Provinces.
Ms I Mydland	IRDP, Kasama
Mr J. Ngo	Permanent Secretary, Kasama
Chief Mwamba	Mwamba
Mr Mulenga	Block Supervisor, Mwamba
Ms E.M. Lemisa	Sociologist PPU Kasama
Ms Sanana	Provincial Women's Co-ordinator
Mr J. de Blaquiere	Project Co-ordinator LBRIMP, Kasama
Mr D. Kapapa	Hon. Deputy Minister, , Kasama
Mr E.G. Machisa	ETO Fish Culture Project
Mr Kabunda	P.M. Fish Culture Project
Mr R. Yamba	DCU Mpika
Mr L. Mawona	Fish Development Officer, Mbala
Mr C. Mushota	Officer in-charge, Roads Training School
Mr Mumba	Chief Culturist Officer, Chilanga
Mr L. Skule	Project co-ordinator, DSP Kasama
Mr D. Gibson	DDSP District Rep. Mpika
Ms Babra	DDSP District Rep. Chinsali
Dr. A. Woynárovich	Advisor, Fish Culture Project

iv. Terms of reference

Terms of reference for the study on the institutional framework for the Northern Province Rural Development Programme.

1 Introduction

With the assistance from Norway (NORAD) an Agriculture and Rural Development programme has been sponsored in Northern Province ever since the signing of the Agreement on 2nd March 1984, based on the Main Agreement on Economic and Technical Cooperation dated 22nd January 1976.

The Programme which initially began with a few projects has over time grown in scope and in more recent years some projects have been completed and phased out. In April May 1990 A Programme Review of the Norwegian Assistance to Agriculture and Rural Development in Northern Province, Zambia was done leading to recommendations on the structure of the programme for the future. In April 1991 a Logical Framework Planning Workshop was undertaken to redesign the programme in the light of the recommendation from the programme Review. The result of this workshop have been used to prepare a Programme Document for the Northern Province Rural Development Programme (NRDP), with strong emphasis on Institutional Development to be implemented from 1993 to 1996.

Since the Programme Review Meeting of May 1990 , a number of projects have been completed and phased out by. These include the following:

Soil Survey Unit

Cooperative Savings

Local Cooperative Development project

The Forest Support project will be phased out as from July 1992.

It is further anticipated that in 1992 the following projects will be phased out from the Northern Province Rural Development Programme (NRDP) and taken over by relevant national Sector Programmes:

Soil Productivity Research Project

Small Enterprises Development Project

This then leaves NRDP comprising the following projects during the period 1993-96:

- Adaptive Research Planning Team
- Extension and Training Support Project
- Labour Based Road Improvement and Maintenance Project
- Fish Culture in Northern Province
- District Support project
- Support to Provincial Planning Unit and Departments
- and possibly a new project to assist with agricultural marketing.

With the ushering in of the new Government the restructuring of the government quasigovernment machinery and economic restructuring changes in economic (inc. agricultural) policy and administration are expected to take place.

Bearing in mind NORAD's development strategy which takes into account the recipients own priorities, plans, guidelines and his capacity for planning, implementation and administration: the 1991 Annual Meeting between NORAD and GRZ agreed to review the responsibilities of the different levels in the Zambian structure and thus to suggest an institutional framework for NRDP.

2 PURPOSE OF THE STUDY

The purpose of the study is to outline an institutional framework for NRDP within the context of administrative and economic policy changes being instituted by the Zambian Government; taking into account the requirements for planning and coordination, implementation, monitoring and evaluation.

3. Specific Tasks to be Accomplished

- 3.1 Discuss the Zambian policies on agriculture and rural development and explain how these affect the Northern Province and the relationship and division of labour between private and public sectors.
- 3.2 Collect information and discuss experiences in N.P regarding Integrated Rural Development Projects, i.e. the SIDA/DANIDA and the British supported IRDP's.
- 3.3 Briefly discuss the objectives and strategies of NRDP in the light of programme changes implemented or proposed to be implemented since the last Programme Review in May June 1990. The gender issue should be given special attention.
- 3.4 Discuss the responsibilities of the Province and district vis a vis the central authorities in as far as administration, planning and coordination, implementation and monitoring are concerned and identify intended roles to be played by Government Institutions (e.g. P.P.U), elected bodies (e.g. District Councils), and NGOs.
 - (a) Elaborate on the planning process covering the sectors involve in NRDP.
 - (b) Outline the implementing mechanism and capacity of institutions involved, as well as that of the counterpart GRZ institutions and make recommendations as necessary.
 - (c) Consider and make recommendations on the mechanism for the monitoring of project implementations and evaluation.
- 3.5 Consider existing financial management practice and make recommendations for NRDP during the period 1993 to 1996.
- 3.6 Discuss and make necessary recommendations the organisation of administrative services such as transport accounts and procurement to support the programme. (The role of Scan African, Misamfu Workshop etc.)
- 3.7 Discuss the relationship between external inputs and Zambia's capacity to administer and maintain the proposed activities. (Functions like Personnel, Financial Control, Vehicle Administrations, etc.)
4. **Composition of the Team**
 - The team shall comprise 4 members from the following professions:
 - Rural Development Planning or Agriculture Planning
 - Administration or Institution Building
 - Sociology/Gender specialist
 - Financial specialist.

PPU shall appoint two of the members of the team and two by NORAD.
5. **Mode of Work**

Review of all relevant planning documents official minutes, bilateral agreement, project documents and relevant Zambian Policy Documents.

The bulk of the work should be completed within a period of 3 weeks which will include literature review in Lusaka field work and completion of Preliminary Report while in the Northern Province; and thereafter an additional seven days will be used to prepare the Draft Final report in Lusaka. A total of 4 weeks beginning from Mid-May 1992 to mid June with the Final Draft Report being available in time for the Sector Meeting.

Logistical support for the team if required can be arranged by PPU.

v. Acknowledgements

The study team wishes to thank all the people who helped in the data and information collection through interviews and meetings. In this regard the team extends its sincere thanks to Hon. Deputy Minister of State, Mr. Nkausu, for being so forthcoming in providing the team with information on government policy regarding market. All other government officials both in Lusaka and Kasama are also thanked for the co-operation and assistance rendered to the team.

Special thanks go to the Hon. Deputy Minister of Northern Province Mr Kapapa, the Permanent Secretary and the Chief Planning Officer, Mr. F. Lubinda, all of whom afforded the team with every help to make the study a success. In this regard too, the team expresses its gratitude and appreciation for the kind gesture given to it by all project co-ordinators, advisors and the staff connected with the seven projects, that the team had to study by allowing the team access to the required information.

The list of the people being thanked is incomplete if officials and individuals at the offices of District Secretary and District Council of Kasama, and the Roman Catholic Sisters of the Cathedral including the General Manager of the House of Kasama were omitted. Similarly the General Manager, ZCF, General Manager NCU, both of Kasama, General Manager of DCU, Mpika IRDP co-ordinator, EEC regional officer; CUSA; Lima Bank and Chief Mwamba all of Kasama and District Representatives of the British funded DDSP of Mpika are thanked for their valuable time spent on interviews with the team. Those who are inadvertently omitted due to long list of interviews are also thanked. The team finally extends its special thanks to Mr Per Bratterud without whom the compilation of the report would have been very difficult.

vii. Summary

During the NRDP (ZAM 020) Replanning workshop in 1991, participants recommended that support to the following projects be continued:

1. Fish Culture ZAM 034
2. ARPT ZAM 023
3. DSP ZAM 012
4. LBRIMP ZAM 026
5. SPPUD ZAM 029
6. ETSP ZAM 024
7. Agriculture Marketing

This recommendation however, was before the drastic Government Policy changes. These include price decontrol, market liberalisation, decentralisation of administration and decision making, more private participation, less government intervention and restored powers and respect to local chiefs.

The main concern by NORAD/GRZ was whether the projects approved for support in April 1991 were still in line with new government policies. The main objective of this study therefore, was to assess whether the projects were in accordance with Government policy of decentralisation, privatisation, price decontrol and market liberalisation. The study should also look into women's participation.

The study was conducted between May 2nd 1992 to May 23, 1992. The first week was spend at NORAGRIC in Lusaka reviewing the Terms of Reference and literature. The team moved to the Northern Province, Kasama on May 7, 1992 and spent two weeks in the province conducting interviews with representatives of projects mentioned above including relevant government ministries (iii People met). During their stay, the team travelled to Mpika and met with DDSF and the Mpika District Co-operation Union. Later the team travelled to Mbala to meet with the Provincial fisheries Officer. Other prominent individuals the team discussed with were:

Chief Mwamba and Deputy Minister Hon. Kapapa.

The team returned to Lusaka on 16th May 1992 and spent the rest of the study period preparing the report.

This study took place at a time when the Government was still elaborating its policies affecting rural development. The team was therefore, conducting the study basing their arguments on policy statements obtained from a variety of sources. Thus obtained has in some cases developed into final policy within the period of the study. The most useful document was probably the MMD Manifesto.

The following are key suggestions:

- ad 1 The Adaptive Research Planning Team ARPT: has now proven itself as a useful component to provincial research. Its activities of promoting indigenous agriculture and diversification of food crops are in conformity with new Government policy and should be supported. However, the team does not support the super structure created by incorporating ARPT-NP under the administration of Regional Co-ordinator III. ARPT need to be strengthened at lower levels District and Community, not above province level. Unless ARPT-NP is guaranteed its autonomy, its

- powers will be reduced and this might reduce its effectiveness to focus on issues closely related to problems of the Northern Province.
- ad 2 The Extension and Training Support Programme (ETSP) is well placed in the Zambian institutional framework and it seems to be the only project among the seven which has achieved success in giving women and men almost equal access to the courses. However, accountability for the project is poor, therefore, there is need for improvement.
- ad 3 Labour Based Road Improvement and Maintenance Project (LBRIMP) has too loose connections to the government administrative structure. Efforts should be made to tie it up with relevant partners. The team proposes two options for NORAD/GRZ to consider with regard to the instituting to which this project could be integrated with at the end of 1993-96 phase. The first option is at Kasama Training Camp could be turned into a provincial training school. The second option is to support the Lusaka Roads Training School in establishing a Labour Based Training Section. These option should be studied and a decision made before end of 1993-96 phase. The financial responsibilities to DC should be handed over to DSP which is also doing the same work on funding side. Finally the team recommends that the project should continue to operate as a Pilot project under NORAD support until 1996.
- ad 4 Fish culture in Northern Province (FC NP) is well placed in the institutional framework of the Departments of Fisheries and is taking steps which may increase its sustainability through own income generating activities. The centre should in the long run be turned into a Provincial Fish Culture Training Centre to supplement other centres in the country.
- ad 5 District Support Programme will no longer be under MAFF but move to MLGH.
 DSP is likely to have its district support efforts enhanced by the new government policy and administrative restructuring to be implemented this year. The district seem to benefit from the training offered by DSP as well as increased government pressure and enforcement on accountability and abiding the laws and regulations. However, the target groups suffer from this strategy as the DC's do not deliver the services and DSP fails to support the planned projects in the communities.
 DSP should both modify its planning procedures to encompass only a few DC administered projects a year which will meet the districts low absorptive capacity and add community supportive strategies. The first solution will make programme planning more realistic but not improve on the target group orientation, while the latter will both care for the need of the DC's and the target groups.
 Community involvement and community responsibility strategies should be explored and added to the current DSP in order to reach the target group better despite DC's shortcomings.
 Appropriate monitoring strategies should be developed to improve accountability and progress control of DC.
- ad 6 Support to Provincial Planning Unit and Departments
 PPU will remain at its place in the national and provincial administration

structure to carry out essential duties in co-ordination, monitoring, planning and evaluation towards the GRZ, donors, districts and community projects.

Continued technical assistance from NORAD is expected.

General There is no reason to change the administrative procedures of the projects. The vehicles should be handled according to general orders and GRZ regulations by each of the NORAD sponsored projects.

Accounting and financial procedures reinforced by PPU should be maintained and improved for some projects. The procurement procedures also seem to be satisfactory. We do not see any need for the NORAD funded projects in NP to change any of the above arrangements as all projects have their own connection to a ministry and operate according to the regulations of that institutional system. If possible those ties should be strengthened. PPU should continue to co-ordinate and advice the projects and help them to improve or keep up their accounting and reporting procedures.

- ad 7 Agricultural marketing project proposal should be adjusted to the new free market situation. It will be wise to take a "wait and see" approach to how the market forces will transform marketing of agricultural produce this season. However, this should be applicable to provincial and district co-operative marketing organisations only. On the other hand ~~there~~ is need for a market monitoring project to provide data about the consequences of the free market development. Lastly, it will be necessary to render appropriate assistance to the farmers at community level who voluntarily want to form farmer co-operative groups.

viii. Introduction

This is a report of findings of the Institutional Framework Study of the Northern Province Rural Development Programme (ZAM 020) which was conducted by NORAGRIC consultants between May 2 and May 23, 1992. The report is a review of seven projects under the ZAM 020.

We have chosen to present the seven projects separately after each other as the policy and institutional framework differs from project to project. However, we have mostly followed the same format in the presentation starting with the new government policy. (X.1) Then we describe the changes the government has proposed in National, provincial, district and community organisation and what effects it may have on the projects. (X.2)

The following section is about changes having taken place since 1990. (X.3) The main section (X.4) is Responsibilities which looks into the division of labour between the various authorities; national, provincial, district and community concerning administration, planning, co-ordination, implementation, monitoring and evaluation.

Finally we have conclusions (X.5) and suggestions (X.6).

In the summary (vii) we give a short account about each project and some general observations cutting across all projects. The chapter about PPU (6) also contains some general project observations. After the chapters about projects we have given an account of the projects financial procedures in appendix B which is applicable to all projects. In appendix A we included a brief about community involvement methods which will be useful in implementation of the new decentralised policy emphasising on private initiative.

Finally we have enclosed a proposal from DSP about community projects approach which is in line with the new policy.

1. Adaptive Research Planning Team (ARPT)

1.1 Policy

ARPT-NP was established in 1985 and institutionalised as part of the farming systems research programme of the Department of Agriculture, Research Branch.

The overall policy guiding ARPT is contained in the National Research Action Plan (NRAP) of the Ministry of Agriculture, Food and Fisheries. ARPT promotes sound and sustainable agricultural practices, food security, self-reliance and economic diversification. The basic component of the programme is the strengthening and establishment of interdisciplinary research teams of both natural and social scientists together with communication experts. The functions of these teams should be to carry out farmer-related research as part of provincial development programmes.

The NRAP is the official Blue print of agricultural research formalising Misamfu as a Regional Research Centre. The document sets out the policy framework; Regional Approach to research programmes; required managerial changes - Regional Co-ordinators and Division Heads; Developmental Team Approach; Reporting and Budgeting; Monitoring and Evaluation

The national Farming Systems Research (FSR) is comprised of provincially based programmes within the Research Branch. These teams are co-ordinated at national and regional level to attain uniformity of methodology.

1.2 Organisation

The national Farming Systems Research (FSR) is comprised of provincially based programmes within the Research Branch. These teams are co-ordinated at national and regional level to attain uniformity of methodology and avoid overlap of research within each agro-ecological zone.

The main objective of the team is to conduct adaptive research in order to develop extension messages and technologies which take into account the various agronomic, ecological and socio-economic factors relevant to the small scale farmers in the Province and make these easily available to farmers through the extension service.

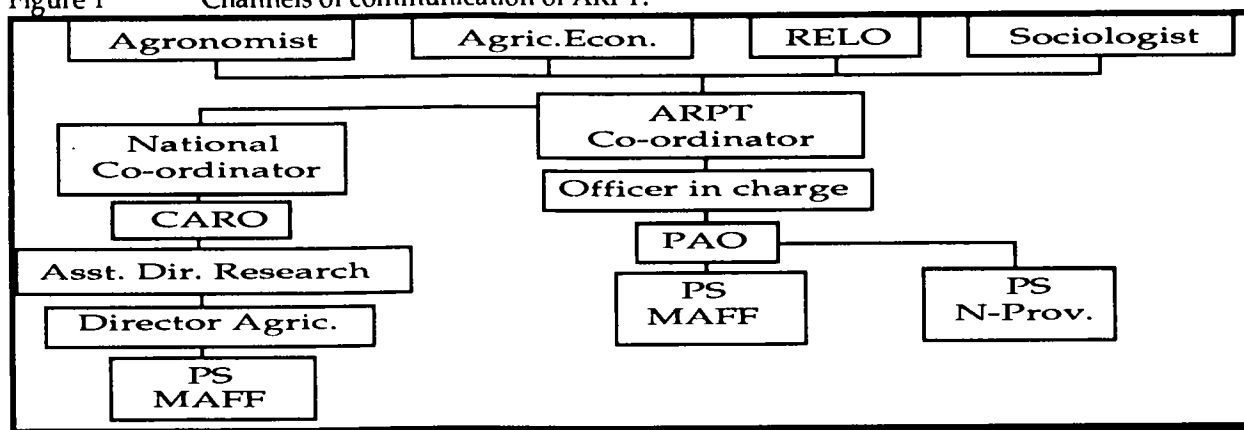
1.3 Changes

According to the NRAP, research programmes in a given agro-ecological zone will be managed by a Regional Co-ordinator. Although this position was intended to facilitate co-ordination in the technical field only, it is likely to be confused with normal administrative powers which Co-ordinators do not have. The establishment of Regional Co-ordinators is also not in line with the new Government policy of decentralised management-giving more power to local people. In actual fact it is the opposite of the approach taken by the National Extension Plan of Action of the same ministry.

Table 1

NATIONAL RESEARCH PROGRAMMES	HQ AT MOUNT MAKULU-CHILANGA
REGION 1	WESTERN PROVINCE SOUTHERN PROVINCE
REGION 2	CENTRAL PROVINCE LUSAKA PROVINCE EASTERN PROVINCE
REGION 3	NORTHERN PROVINCE COPPERBELT PROVINCE NORTH WESTERN PROVINCE LUAPULA PROVINCE

Figure 1 Channels of communication of ARPT.



1.4 Responsibilities

1.4.1 Central Authority

The ARPT Co-ordinator in addition to reporting to the Officer in Charge at Misamfu Regional Research Station, is also answerable to the National Co-ordinator based at Mount Makulu in Chilanga. The National ARPT Co-ordinator reports to the Chief Agricultural Research Officer (CARO). In turn, the CARO reports to the Assistant Director for Research (ADR). The ADR then reports to the Director of Agriculture who in turn is responsible to the Permanent Secretary of the Ministry of Agriculture, Food and Fisheries.

In addition to reporting to the Permanent Secretary at provincial level, the Provincial Agricultural Officer reports to the Permanent Secretary of the Ministry of Agriculture, Food and Fisheries at national level.

1.4.2 Province

At provincial level, the core posts of the team are: agronomist, agricultural economist, rural sociologist, and research and extension liaison.

Administratively the team has a Co-ordinator who reports to the Officer in Charge at Misamfu Regional Research Station. At provincial level, the Officer in Charge reports to the Provincial Agricultural Officer (PAO) who in turn reports to the Permanent Secretary at the Province level.

1.4.3 District

ARPT carries out on farm research in different districts. However, at this level agricultural assistants are responsible for the day to day monitoring of the research.

1.4.4 Community

On Farm Research implies that ARPT conducts its research on farmers' fields and with farmers. The information obtained from such research has therefore the input of not only the professionals but the community. For example, the team has been multiplying and distributing "Chingovwa" a sweet potato variety to farmers because it has become very popular in the province.

1.5 Conclusion

In spite of ARPT's constraints in staffing, the team has been able to achieve a number of things. Farming systems of the province have been characterised, strong linkages have been developed with the extension service and other agencies of the province. Recommendations for small scale farmers have been developed for crops including finger millet, beans and maize.

The National Research Action Plan has established new management structure that groups areas in the same agro-ecological zone to come under the management of a Regional Co-ordinator. This arrangement is contrary to the new Government's policy of decentralising powers and strengthening local management.

Decentralising ARPT with the notion of strengthening districts will be a very expensive exercise. It is possible to find qualified individuals to staff district offices however, working conditions in these areas will play a major role in determining whether districts can be adequately staffed.

Staffing of district offices with the needed qualified staff should be done bearing in mind the general requirements of the district for such an officer and not specifically for ARPT.

1.6 Recommendations

ARPT has now proven itself as a useful and necessary component of provincial research. In general its functions are in line with the new government's policy of promoting improved indigenous ways of farming and crop diversification. It is therefore recommended that ARPT be supported throughout the project period. The team however, is not supportive of the new management structure which encompasses ARPT-NP with others in Copperbelt, Luapula and North Western provinces - Region III.. The team sees this as a super structure and hence likely to bring about confusion in directing ARPT-NP focus. ARPT should be strengthened at lower levels - district and community levels - not above the provincial level. Funding of such super structures is not in line with new government policy of decentralised management.

Unless provincial ARPT is allowed to maintain its autonomy, powers of ARPT-NP will be reduced and this might reduce its operational efficiency.

2. Extension and Training Support Programme (ETSP)

2.1 Policy

The policy of the Government "...is to reactivate or strengthen the Agricultural extension services in the country." It is seen as a main conduit to effecting increased agricultural production.

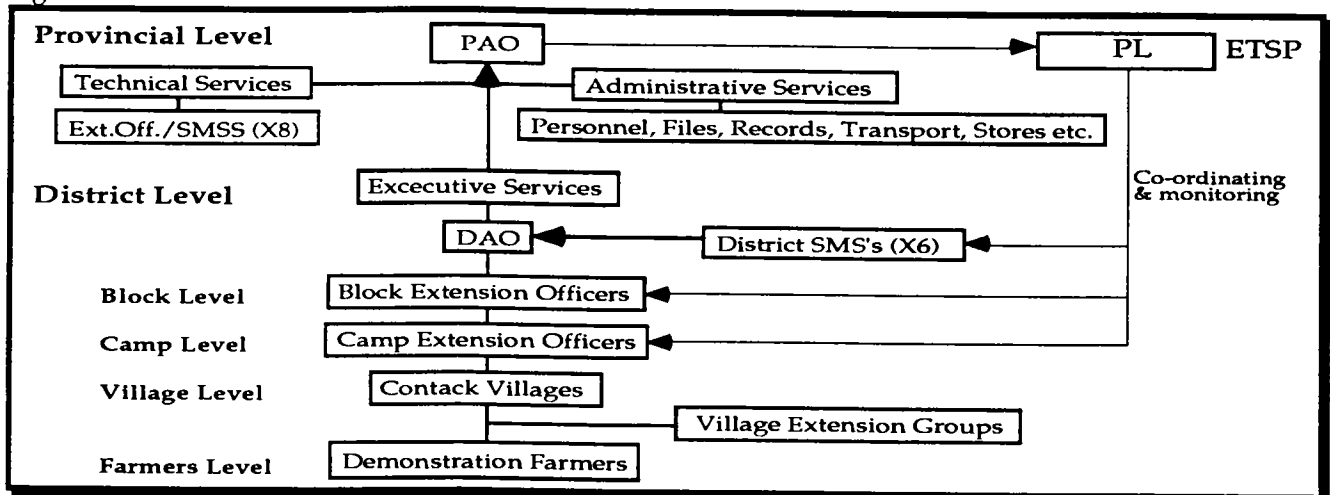
This policy is further amplified by another government document 'National Extension Action Plan' by the MAFF that clearly highlights the intention of the government, namely that the plan envisages to streamline the operations of the extension and training as a guide to all those involved in supporting, planning and executing extension programmes. The policy has targeted its plan, at the farming community which is the recipient.

Therefore it is the government plan to reinforce the districts all over the country with the qualified personnel.

2.2 Organisation

Fig 2 shows the MAFF organisation.

Fig 2



To reduce bureaucracy, the government policy is to bring services to the target groups; farmers at the village or demonstration level. In this regard it is perceived that the nearest government administration structure in place, is the district. It is for this reason that the government's plan is to reinforce the district administration (NEAP, 1991).

2.3 Changes

The planning for extension and training will start from the community and then upwards.

For the planning to be effective and successful, it must respond to the needs of the community which is the target for the extension services and training.

The DAO should monitor the activities of the farming community. In turn the province is monitoring and evaluating the district operations.

Qualified staff will be shifted to the district from the province to strengthen the operations of the district.

The following have been added to the existing objectives:

- providing rural employment and income;
- easing the workload of women;
- improving socio-economic conditions of women;
- ensuring an equilibrium between men and women in the manner benefits of ETSP should flow from training and extension services.

The number of farmers and staff that are trained through ETSP annually have increased. For example, in 1991 the following farmers were trained:

1871 male and 1252 female farmers attended courses. A total of 68 external courses were conducted.

Under staff training programmes during the same year 5 officers obtained post graduate degrees in rural development, land use, agricultural engineering and agricultural economics, one of them a woman, while another woman obtained a certificate in agricultural economics.

The role of women in development is emphasised in the government policy. To this extent women should be assisted with training to enable them to use improved skills in growing the traditional female crops; finger millet, ground nuts, sweet potato and cassava, as well as the other man dominated cash crops. According to the interviews held with officers in the Dept. of Agriculture the training courses have stepped up morale, interest and commitment to work among officers who have benefited. On the other hand those who have had no chance to attend these courses have their dedication to work affected.

The role of ETSP, in terms of providing extension services and training to farmers, is in line with the current government policy.

2.4 Responsibilities

2.4.1 Central Authority

The responsibility of government under ETSP is currently that of paying salaries and wages to staff and extension officers in the department of agriculture. The purchase of motor vehicles and motorbikes, staff housing and training for farmers is provided through donor support.

2.4.2 Province

This level assists the district in the provision of extension services and training. Responsibilities of the province lie in monitoring and evaluation of the operations of ETSP. All these responsibilities are within the office of the PAO.

The existing financial management works properly. It is however recommended that while the system should continue as at present improvements in accounting should be made.

It has also been observed that government general orders and regulations are applied to the system under which transport for ETSP is controlled. This is a sound system and should continue and be adhered to.

2.4.3 District

It is at this level that extension and training services are provided to farmers. DAO's office is also involved in monitoring and evaluation of the tasks done by farmers.

2.4.4 Community

Community is constituted by farmers at both block and camp level. The chief or village headman who are respected persons of the community, can also guide the community in all the tasks of ETSP when properly sensitised.

2.5 Conclusion

The team has observed that ETSP is service oriented, therefore, it cannot generate funds for its operations. It will therefore continue to be funded in the manner it has been funded hitherto. The team has also observed that it is difficult for the project to achieve all its present objectives because they are very broad and ambitious. Therefore, it is hoped that the community itself will learn to support the project.

The team has also observed that ETSP has responded favourably to the government policy of involvement of women in its operations. Generally the project has adapted and transformed itself to the objectives of the Government policy.

2.6 Recommendations

- 1 The team observed that accountability for the project is poor. Therefore, the team recommends steps be taken to improve accountability; financial operations must be adhered to rules and regulations.
- 2 Extension and training should be closer linked with research.

3. Labour Based Road Improvement and Maintenance Project (LBRIMP)

3.1 Policy

The government policy on transport is to undertake extensive expansion and maintenance programmes of roads and railway transport systems. Priority will be given to the rehabilitation of all roads and feeder-roads, particularly in rural areas through the efforts of local and central administration (MMD Manifesto, 1991). It is clear therefore, that government intends to involve local communities in maintaining road networks in rural areas to make them more accessible to markets. This will be done by district councils which are responsible for the rural feeder-roads. -

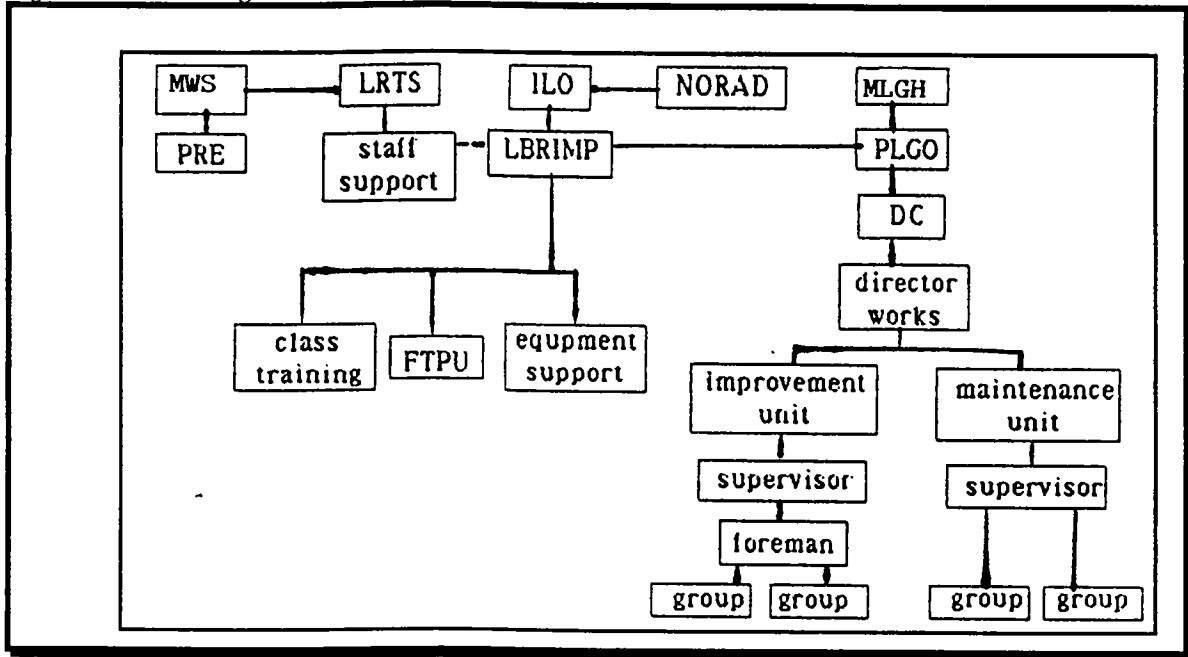
The LBRIMP fits very well in the new government policy on transport. The LBRIMP was set up as a pilot project to demonstrate that labour based methods of road maintenance could produce high quality roads efficiently and cheaply and provide employment opportunities to rural communities during slack periods of agricultural activities. Given past failure by district councils to maintain roads it was decided to set up this pilot project model to show the important role labour based methods in rehabilitation and maintaining feeder roads can play. The method is generally accepted.

3.2 Organisation

The LBRIMP is established within the organisational framework of the provincial administration. The project liaises and reports to the provincial Permanent Secretary through the PPU. At the level liaison was with the Division of Decentralised planning in the Prime Minister's office, who was responsible for councils.

PPU is responsible for planning, co-ordinating, initiating and monitoring the progress of development activities in the province. The project has a steering committee which monitors and co-ordinates the activities of the project. The chief regional planner is the chairman with the project co-ordinator as secretary. The committee is composed of the provincial roads engineer, District council representatives, district co-ordinators of DSP in whose district the project is operating, manager of NCU and production training engineer of the project. The main objectives of the project is to train district staff and demonstrate procedures for labour based rehabilitation and maintenance works, with a feeder road training unit (FTPU) based in Kasama. The projects main objective is to provide financial, material, technical and organisational support to selected district councils to establish a labour based maintenance and rehabilitation system. Figure 3 shows the organisational structure of the project in relation to other line ministries and district councils.

Fig 3 LBRIMP organisation



The project is funded by NORAD, but implemented by ILO staff. NORAD has also one volunteers on the project. In addition the project has a training engineer and two technical staff seconded by GRZ.

The project organises both class-room and field training. The class-room training is conducted in Kasama. The camp is situated next to the provincial roads engineers HQ and has offices, classrooms and boarding facilities. Field training is carried out on a nearby training site.

The project provides funds to councils to hire casual labour for road work, while council staff attend training at the Kasama camp.

3.3 Changes

According to the Ministry of Local Government and Housing the provincial administration of the ministry will be managed by the PLGO to whom councils will directly accountable. There will be DLGO in each district.

As indicated, the LBRIMP is a pilot project, in the short run its operations will not be affected by the changes in local government administration. However, in the long run, once the pilot phase has expired, there will be need to integrate the project in GRZ local administration to ensure sustainability. So far the project has proved successful in demonstrating and establishing that labour based methods are a feasible way to improve rural roads.

The project is almost autonomous in that it is not integrated with any GRZ institutions except for co-ordinative relations. The 1990 review team recommended that LBRIMP should channel funds to district councils through the DSP. This proposal makes sense because DSP focus is changing from supporting agriculture to supporting councils. The district councils need professional training in road maintenance and rehabilitation. The LBRIMP is the only institution which could provide technical advise to the councils on road maintenance. The training component if the project should be integrated with Lusaka Roads Training School (LRTS) by a transfer of expatriate and possibly Zambian staff to LRTS in Lusaka. This change would also benefit other provinces

and districts in Zambia as the experiences from the pilot phase in NP would be shared with others. The research had a meeting with the officer in charge of LRTS who revealed that plans are underway with NORAD support to establish a labour road training section at the section.

The project has a deliberate policy of employing women both as supervisors, gang leaders and casual workers. For the past four years, the project has not been able to improve or even sustain women participation. The proportion dropped from 32% of casual workers in 1990 to 16% in 1991. It is the view of the team that the project should have a deliberate policy of employing at least 50% women.

The government would like to abolish road camp maintenance units and instead use seasonal village labour along the main roads.

3.4 Responsibilities

3.4.1 Central Authority

At this level the project is independent of central control. The Ministry of Local Government and Housing will liaise with the PLGO.

3.4.2 Province

The PPU is responsible for planning, initiating and monitoring the progress of the project. PPU reports to the PS. The steering committee is responsible for approving the work programme of district councils.

3.4.3 District

At the district level the LBRIMP works through district councils which are the implementing agents. The training is done by the project both at the camp and out in the field.

3.4.4 Constituency and Ward

At the constituency and ward levels potential exists for individual politicians and councillors to mobilise people for self-help projects on road rehabilitation and maintenance.

3.4.5 Chiefdom

At this level chiefs are an important institution that has yet to be tapped in mobilising villagers for self-help projects. The LBRIMP could use chiefs in identifying roads and providing casual workers. Currently the chief is not consulted on LBRIMP activities. Non government organisation such as churches could be requested to participate in identifying community problems.

3.4.6 Community

The approval of EEC is a good example on how to involve local communities in identifying their own projects for funding. A form is sent to the community which they complete and send back to the project office which forwards it to Lusaka. Once the project is approved, funding is given in instalments after accounting for the previous advance. The SIDA funded IRDP project has adopted this method of direct funding to communities.

3.5 Conclusion

Government policy is clear as spelt out in many policy documents. In view of the financial constraints the central government and district councils fail; there is need to find cheaper and efficient means of rehabilitating and maintaining rural feeder roads. Training of council personnel in road maintenance should continue to be the major focus of the project.

The changes that are taking place in the local government administrative system should improve the delivery of services to the people. This will strengthen planning from the grassroots unlike in the Second Republic administrative system where planning was from the top.

The project main institutions involved in the projects are ILO, NORAD, PPU, Roads Department and district councils as implementing agencies. It is evident from discussions with local leaders that are not consulted in project activity identification; which makes them feel left out. It is evident that the project has been successful in demonstrating feasibility of labour based methods.

The project is dependent on external funding since district councils do not have funds for road construction and maintenance. The project therefore is not fully integrated in the GRZ local administrative system.

3.6 Recommendations

The project has an important role to play in road maintenance and rehabilitation, since, councils do not have the funds for the purpose. The team is of the view that NORAD should continue to provide financial support to the project. Funds for road maintenance and rehabilitation should continue to be channelled through district councils.

It is observed that DSP and LBRIMP support same activities in road maintenance and rehabilitation. There is need for close co-operation between DSP and LBRIMP since the two are both supporting councils. The project should be expanded to cover all the districts during its pilot phase to enable councils appreciate the feasibility of labour based maintenance and rehabilitation.

The phasing out by NORAD should be gradual until a suitable local institution is identified to take over the project. Given the experimental nature of the project the team proposes two options to NORAD and GRZ. The first option is that the project could be merged with the Roads Training School in Lusaka. The second option is a transformation of the Kasama training camp into a provincial training centre with room to cater for trainees from other provinces. The school could then be under direct control of the MLGH.

Given the above options, the team recommends that the project should continue to operate as a pilot project during the 1993-1996 period. During this period the above two options should be studied in detail.

4. Fish Culture in Northern Province (FCNP)

4.1 Policy

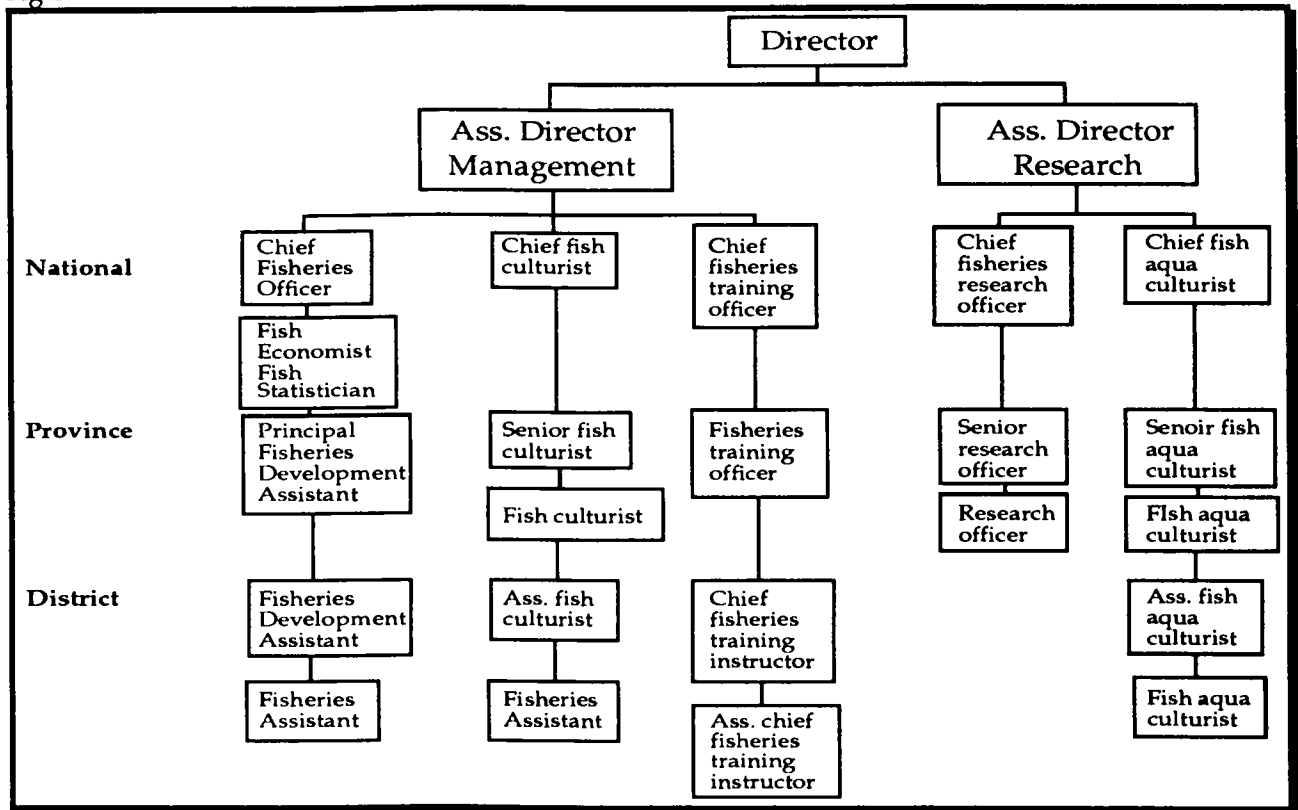
Aqua culture is considered by the government to be an important means of improving the standard of living of rural and urban areas because of its potential for providing food and additional income with relatively low inputs of technology. This is reflected by the change in name from Ministry of Agriculture and Water management to Ministry of Agriculture, Food and Fisheries. Fish culture has a long history in Zambia dating back to the 1950's. Minor changes are likely to take place in policy, but it could appear as if it will be more in favour of aqua culture development given the rapid depletion of fish from natural sources. In keeping with government policy on aqua culture, Misamfu Fish Culture Station was established to promote fish farming among small scale farmers and to train farmers and extension workers.

It is clear from the above policy statements that the project fits within government policy framework of promoting fish culture in Zambia.

4.2 Organisation

The proposed changes in government administrative structure is not likely to have a significant impact on the project regarding its level of operation and target groups. The changes will in part strengthen it, because it is a community based project dealing with individual farmers as well as groups of farmers in its promotional activities. Figure 4 is a proposed reorganisation of the Department of Fisheries.

Fig 4



The department has established a new post of the Assistant Director Aqua culture. He will be the direct link between the Director and provincial fisheries officer at the provincial level down to the camp level.

The present organisational structure of the Department under which the project falls is in keeping with government policy on involving local communities. The projects impact at the community level is shown by the number of farmers participating in the project. According to 1991 annual report 1033 farmers from 310 villages were involved. At the camp level the project has Fish Culture Scouts who recruit farmers and teach them fish farming. Recruitment is enhanced through the example of core farmers. Each extension officer has 5 core farmers in his area. In addition they have A farmers who are normally ready to become seed suppliers and undertake integrated fish farming. Group B farmers are those who are less co-operative.

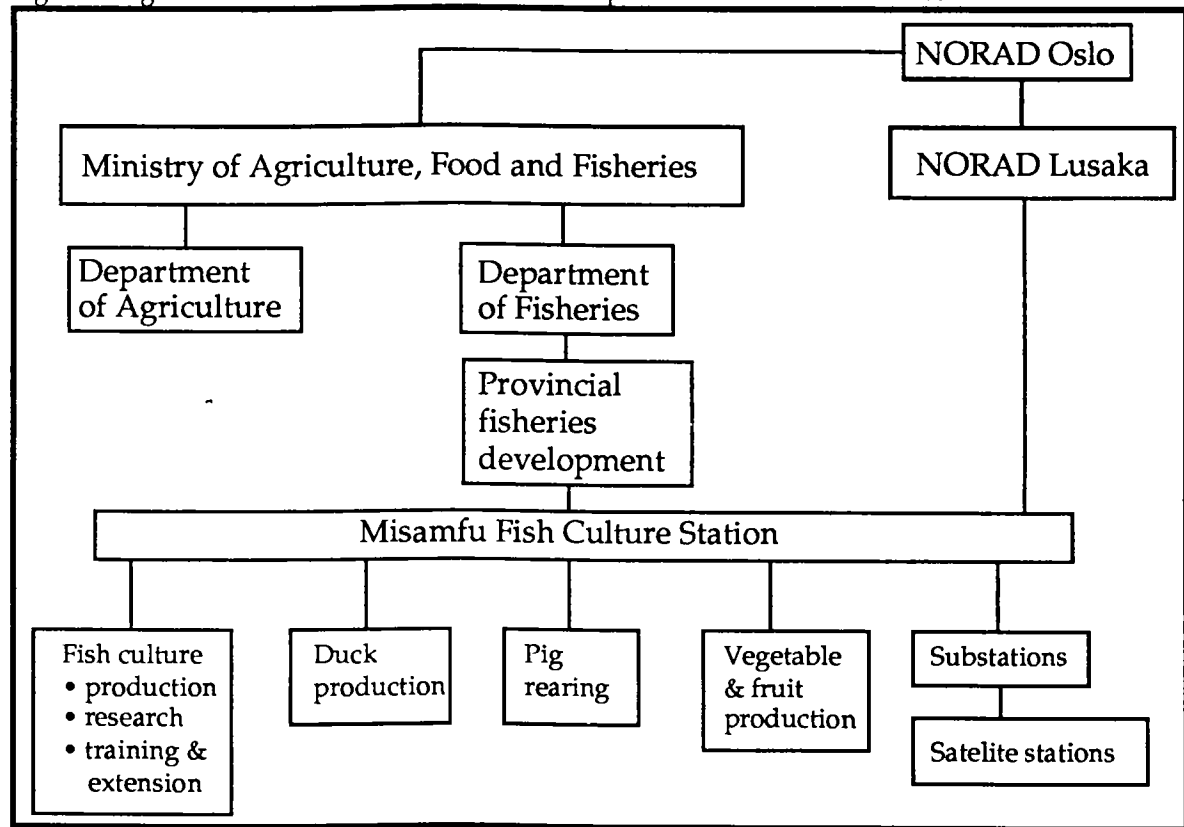
The project has potential of being turned into a provincial aqua culture training school. Future expansion programmes should look into the possibility of building class room block and a hostel for training fish culture scouts and farmers. ZAM 034 is the major link with NORAD is financial support and technical assistance. The bulk of technical staff are employees of the Department of Fisheries.

4.3 Changes

Changes in the organisational structure of the line department will not have a major impact on the operations of the project. The introduction of the Assistant Director Aqua culture is a recognition of the importance of fish farming as

potential source of income for small scale farmers. Figure 5 shows the relationship of the project with the line Ministry.

Fig 5 Organisation scheme of fish culture development in Northern Province



4.4 Responsibilities

4.4.1 Central Authority

The proposed post of Assistant Director of Aqua culture will strengthen the position of the project and in particular aqua culture at national level.

Opportunities exist for specialists who will be based at Chilanga to formulate policy.

4.4.2 Province

At the provincial level there is the Provincial Fisheries Officer who is the representative of the department and is based in Mbala. His location in Mbala is creating problems of communication with other provincial heads. The team feels that the provincial HQ of the Department of fisheries be moved to Kasama. Since the PFO is based in Mbala disbursement of project funds is done by the project manager who is an officer of lower rank than the PFO. The monitoring and administration of the project therefore has been removed from the line department. The manager and his staff appear to more accountable to NORAD. This situation is reinforced by the fact that 95% of funding came from donors in 1991. Project planning is done with limited input from PFO.

However, even though the project is not under the control of the line department it is accountable to PPU for all the funds advanced to it. The project has the capacity to sustain itself in the long run from selling consume fish, fingerlings, ducks, ducklings, pigs, eggs and chicken. Potential exists to expand all these enterprises

Extension programmes are planned in conjunction with ETSP. The monitoring is done by the project. Farmers are monitored on how they are progressing. This is done through weekly visits to farmers by extension staff. Initiatives are taken by fish farmers or potential fish farmers to engage in the activities. Evaluation will be done by the PPU.

The project has its own account and there are two signatories. A standard system of accounting has to be followed by all the projects. Funds are released to the project quarterly after submission of accounts for previous advance. If the project fails to account for funds PPU will not release funds to the project. The system is working well. However, the project management thought that the system was too complicated resulting in delays in implementation. The team is of the opinion that the present system is working well. What is required is to provide training to projects that have problems in understanding the system.

Procurement system should remain the same. The procedures followed are those set up by GRZ with some modifications in some areas. No major problems have been experienced by the project regarding procurement. Misamfu workshop repairs and maintains all project vehicles.

The project is dependent on external funding by its sustainability is assured since the project co-ordinator's Zambian counterpart is qualified in aqua culture and in service training of the Zambian personnel is well underway. In this project extension is key to its success and therefore funding is required in this area.

4.4.3 District

This project is covering seven districts in Northern province. At this level the project is represented by fish development officers.

The project is highly centralised with regard to its administration. At the district level it operates through district co-ordinators whose main function is to work out extension and training programmes. They supervise the Fish Culture Scouts at the district level. The other function will be that of monitoring the impact of the project at this level.

The project is decentralising its operations by constructing adaptive research ponds at six sub centres in the province. The Mpika, Chinsali and Isoka substations are being upgraded.

4.4.4 Constituency and Ward

At this level it is difficult to envisage what MP and elected officials can do apart from encouraging their electorate by the importance of fish farming as a source of income and protein-

4.4.5 Chiefdom

Having his traditional powers restored the chief will play a pivotal role in encouraging his subjects to participate in fish farming. He is well suited to play the role of development agent. The chiefs could be made to work as a link between extension and the farmer.

4.4.6 Community

The fish culture project is community based project when it comes to implementation. The beneficiaries are the existing and potential fish farmers with secure water supplies. Churches and other NGO's can play a major role in encouraging farmers to take part in fish farming. Fish farming aids self reliance, food security and diversification of economic activity. Characterised by low investment and running costs and low risk, fish farming is sustainable as diversification of subsistence farming.

4.5 Conclusion

The objectives of the fish farming project are relevant to government policy of improving the standard of living of Zambians through improved incomes and nutrition by increasing fish production in the country. Fish farming is a feasible enterprise for small-scale farmers. It is low risk since it requires little initial capital.

The impact of the project can be measured by the number of farmers trained under the project. Some farmers have become commercialised in fish farming. Fish farming is a community based project in that even it is planned at the provincial level, it's implementation is at the community level.

Since the project is in initial phase it has fulfilled it's service as a pilot experiment.

4.6 Recommendations

The study team concurs with the May 1991 annual review mission and recommend continued support up 1996. However, it is strongly recommended that GRZ input into the project should increase to ensure sustainability. Further, the team recommends that the centre should in the long run be turned into a fish culture training centre to supplement other training centres.

5. District Support Programme (DSP)

5.1 Policy

The major document outlining the government policy concerning the districts is the Local Government Act of 1991. Section 118 under miscellaneous provisions stipulate that for each province a public officer entitled Provincial Local Government Officer; whereas at district level a District Local Government Officer also be appointed.

Other sources of information has been interviews with government officers. Another source is the (MMD Manifesto) from which the following quotes are derived: "...bad old ways of dictating the people,..." is put in contrast to methods of facilitating: "...facilitate the growth and development of children and the youth by uniting all efforts, Government and non governmental organisations, towards their well being and shall encourage them to take control toward national development." Farmers shall take control in self help: "...schemes on a group basis will be encouraged with farmers co-operating in financing and building ..." In the second republic, development projects should be channelled through the ward. The ward is no longer mentioned.

Furthermore in the above concept of the people as implementors reflected in "...encourage women's self help programmes and give women access to appropriate services...".

To join the above mentioned partners to GRZ in development youth, non-governmental organisations, women and farmers taking control and working together on self help projects is also "... Traditional rulers shall regain the enjoyment of their traditional powers."

Avenues are now opened to community organised project implementation formed on traditional and other leadership based on the types of local organisation which has the confidence of the community members.

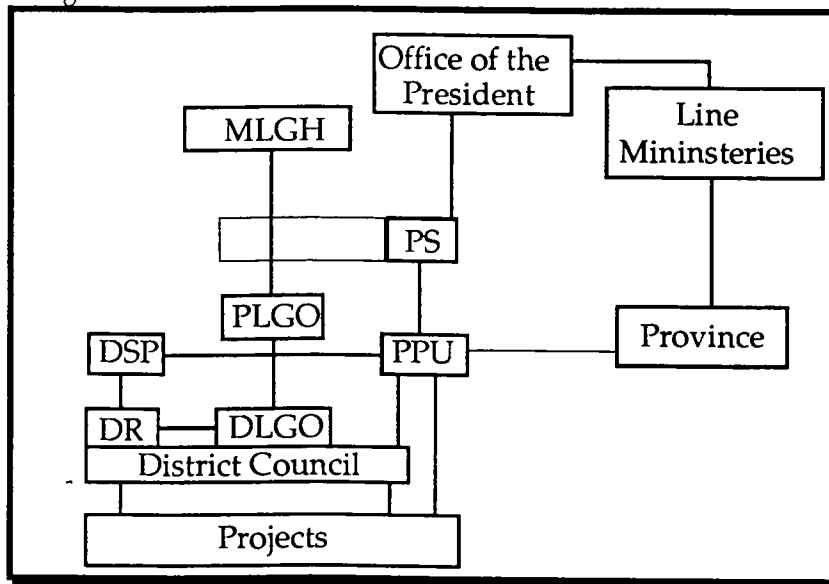
In order to revitalise the development process and to reach the people is the district council going to play a prominent role: "... councils get back to work and serve the people". The councils will reconstruct services such as "...roads, bridges, water supplies, housing and others...".

To enable them to take such responsibilities : "...appropriate legislation governing local government administration will be made to make them compatible with the new political environment." We believe that the government is prepared to impose strong measures to revamp the councils and at the same time expect the target group in the communities to play a much more active role in improving their own environment such as schools, roads, RHC's and wells.

5.2 Organisation

Starting from the Central Authority the DSP will belong under Ministry of Local Government and Housing which has objectives coinciding with DSP although MLGH's prime interest is control and advisory functions while DSP has complementary functions on training, transport and disbursement of funds for project implementation. DSP's position in the new organisational framework will be as described in fig 6.

Fig 6 New organisational Framework and DSP.



MLGH will post its officers on the province and the district. The Provincial Local Government Officer's inspectorate will be headed by a professional on Deputy Provincial Secretary level. In the district the ministry will post a (DLGO) District Local Government Officer.

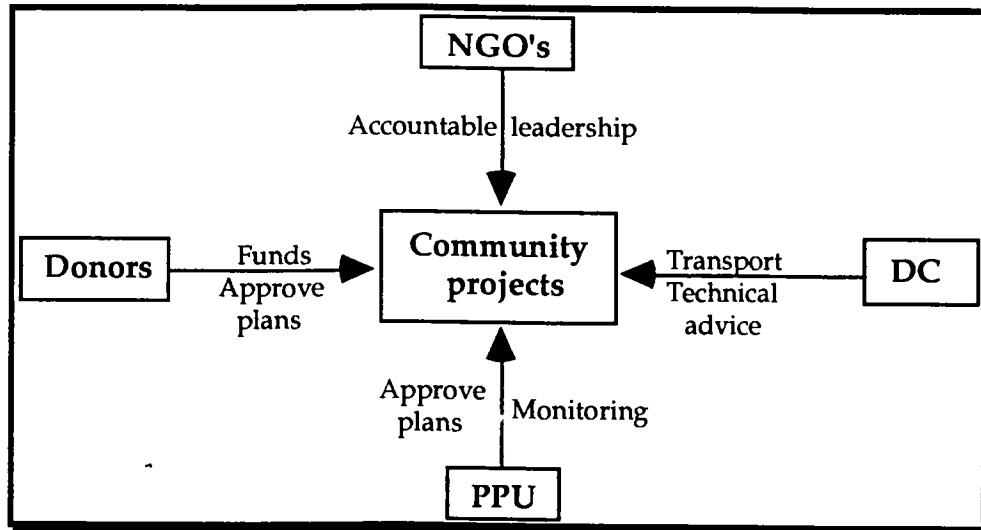
Furthermore do the restructuring exercise of the civil service include retirement of all employees after 22 years of service in July this year, withholding posts which become vacant and desecund all seconded personnel. We quote:"..., streamline it (civil service) and providing incentives so that the service is well motivated."

The measures above is being implemented this year and we believe that one should expect to see the effects towards the end of the year. However, the positive effects are only expected on the administrative level of DC's operations and it will still take some time before the District Councils can improve its services to the communities.

Apart from the new organisational addition of the PLGO and DLGO to control the DC's, the new policy seem to have a strong direction towards enabling independent or private community formed self help groups to carry out community improvement projects.

The emphasis is changing from DC and Ward monopoly supervision in the second republic to private sector initiatives under the new policy. New types of local organisations which can muster necessary accountable leadership alliances seem to be the new implementors to provide complementary services which DC do not have the capacity to take. The communities will be able to organise themselves to rehabilitate RHC's and schools when donor funds are made available.

Fig 7



The new organisational pattern which may speed up the implementing pace seem to have the community in focus and can minimise the delaying influence of stumbling blocks such as the District Council. The new communication pattern for donor funded projects may be as pictured in Fig 7.

5.3 Changes

DSP has a two step target group orientation which believes that the target group "local communities in rural and urban areas" will be more efficiently reached in the long term by strengthening the district council organisation to enable it to serve the target groups effectively later. We do support the strategy as there is clues that DC's are improving their performance. However, the success is limited to the first step; a slow improvement of the district council. The target groups in the communities are in the meantime suffering because DC do not deliver the services. DSP therefore need an additional short term strategy to compensate DC low capacity in project implementation.

Fig 8 Communication Chart, community projects.

Activities	Target groups		Control bodies	
	Community	District	PPU	Donors
Accountability	→			
Funds	←	←	←	←
Planning	←	←	←	←
Monitoring	←	←	←	←
Coordination	←	←	←	←
Implementation	←	←	←	←

In "Discussion paper prepared by DSP Project co-ordinator" of May 1992 some changes in the DSP strategy is proposed which is in line with the new government privatisation policy and community initiative approach (appendix C).

We have made a co-operation chart below focusing the community which embraces some of those changes DSP seems to propose including the new government policy:

Co-operation Chart.

Level	Partners	Role	Implementor
Community	Chief, headmen Respected leaders Community members Line ministry officers Church leaders	Organisation Planning Funds Implementation	Self Help Groups
District	DLGO Line Departments	Control Receive plans Provide transport Provide funds Provide advice	District Council: Director of Works NGO's (churches)
Province	Permanent Secretary	Funding	
	PLGO	Control	
	PPU	Monitoring Co-ordination Evaluation	Professional staff

5.4 Responsibilities

5.4.1 Central Authority

DSP has been under MAFF and will now be under MLGH. The MLGH has an ambition of enforcing the local government act and want to strengthen the Ministry to carry out control and advisory responsibilities through MLGH officers posted at provincial and district level. MLGH in Lusaka wants to monitor the district and province when they have reorganised and have the necessary staff.

5.4.2 Province

The new post of Provincial Local Government Officer will make sure that the district councils conduct their services according to law and regulations and will therefore help DSP in strengthening the DC's to become more responsible in their management and operations. However, it does not look like PLGO's role will overlap with DSP, but rather complement DSP's efforts.

DSP's place in the administrative provincial structure has changed and will be connected to the Permanent Secretary through PLGO. The provincial administration will disburse funds to the districts and control the expenditure. Furthermore will the PLGO be an inspectorate and exercise regulatory responsibilities and DSP will provide transport support, training opportunities and investment grants to the districts.

5.4.3 District

"Councils will be encouraged to raise funds from rates and similar activities and also from commercial undertakings." The government intends to enforce laws and regulations to improve the performance of the DC's. A new agreement about conditions of service is currently being negotiated, staff establishment in the DC's

is being adjusted to become more effective. The new small DC management staffing recommendations are; Secretary to the council, Deputy secretary, District treasurer and Director of works. Furthermore the government will post its own control officer in each district; the District Local Government Officer. We should expect these measures to give some results towards better performance of the DC's. However, we have not seen any new proposals yet on how the DC can improve their income substantially enough to afford to cater for the increased expenses following an increase in the services.

It seems that the poorer DC's will receive financial support from the government while the city councils will be expected to entirely raise their own funds.

The district councils are willing to employ university graduates as posts become vacant but new conditions of service are needed first. We know that such personnel is available along line of rail being either redundant in the GRZ restructuring process or they are unemployed after graduation.

Graduates from agriculture and social sciences have currently problems finding work in Lusaka and Copperbelt and might opt for work in the DC's. If DSP funds renovation of staff houses for such personnel, this will be an added quality compared to what they may expect to get in Lusaka.

5.4.4 Constituency and Ward

The ward played a prominent role in the local institutional framework in the second republic. Sometimes the wards lacked capable leadership. Furthermore some community members distrusted the ward chairman and had a negative attitude to ward influenced self help projects. Other patterns of local organisation which are more accepted by the people, have many places been dormant for more than 20 years due to political interference.

The ward is not mentioned in the new policy and seem to be replaced with freedom of local organisation encouraging private sector initiatives and self help which is to receive support from the government institutions.

Similarly some members of parliament played an active role in their constituencies by making contact to donors about financing self help projects, sometimes without proper consultations with the local people concerned, which may have wanted a different project first if they had been asked. In the period the political leadership intruded the authority of the traditional leaders and consequently "silent opposition" become "spanners" in the local development process.

There are signs that the latest generation of MP's most of whom are professionals, also have ambitions to play an active role in initiating projects to benefit people in their constituencies. Fig 9 give a feature of how the various levels of administration is related to each other with focus on the target group.

Fig 9 Organisation Chart - Partners in Development

T a r g e t G r o u p				
Community				
Traditional rulers	Political leaders	Informal leaders	NGO leaders	Government employees
Headmen	MMD UNIP others	Respected people Business	Churches Co-operatives	Teachers Health assistant Agric.ext.officers
Ward				
N/A	Chairman	N/A	N/A	N/A
Chiefdom				
Chief	N/A	N/A	N/A	N/A
Constituency				
N/A	Member of P.	N/A	N/A	N/A
District level				
Chiefs in Council	Councillors	Respected people	Churches Clubs Co-operatives	District officers
Provincial				
N/A	D. Minister MP's Chairmen Mayors	N/A	Churches Clubs Co-operatives	Permanent Secretary. Line ministries staff Donors
National				
House of Chiefs c/o Ministry of Local- Government and- Housing	Parliament Elected every 5 years	N/A	National Headquarters	The Ministries Cabinet President

5.4.5 Chiefdom

The chiefs are again acknowledged by the government: "Accordingly the institution of chieftancy shall be given its rightful and respectable role, drawing support from government." Many years of suppression by politicians and the impact of a changing society will influence what powers the chiefs will be able to regain. Before independence they played a role also in mobilising people for community improvement projects.

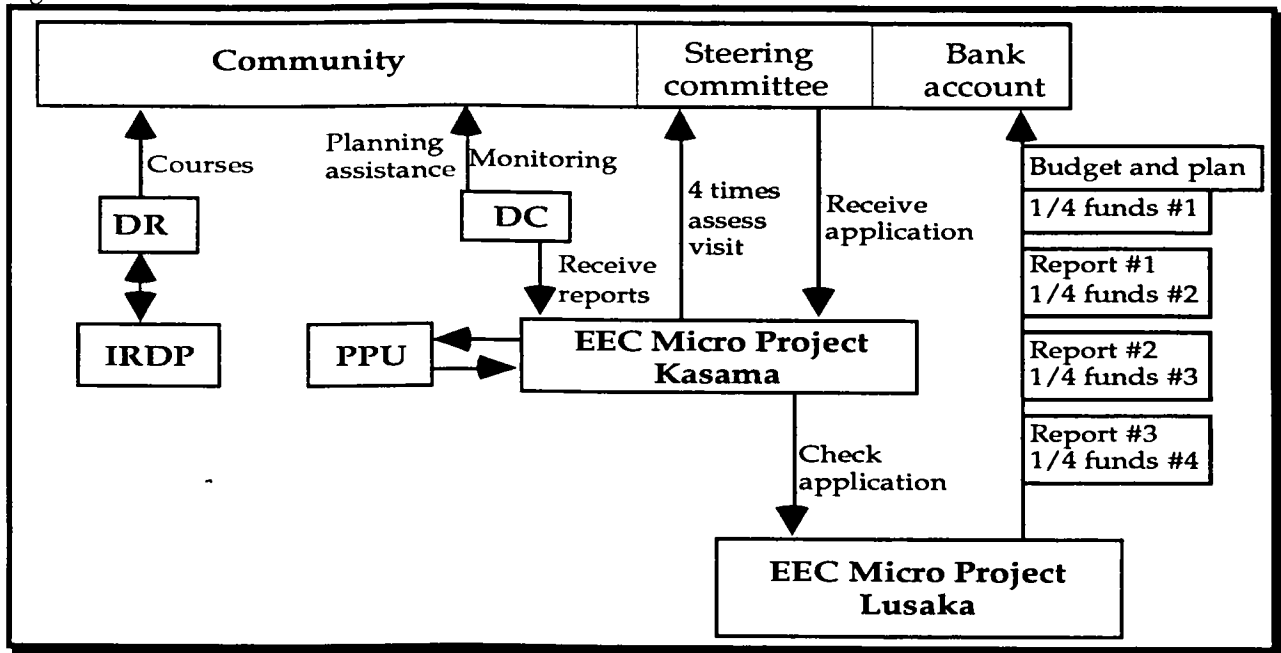
We perceive that the chiefs may become an important agent in the communities efforts to improve by means of self help projects. However, the chiefs have been dormant for some time and may need to be revitalised. Furthermore, they may also need to adjust to the style of democratic society as some of their traditional methods were rather authoritarian.

Therefore, before development projects can fully benefit from their involvement, meetings and consultation in order to reach consensus about mode of co-operation may be needed.

5.4.6 Community

DSP's strategy to reach the target groups through the district councils has for two consecutive years been obstructed by a very low absorptive capacity on the side of the DC's and consequently it has slowed down project implementation in the communities being at the end of the chain reaction. DSP will get a more successful target group orientation by adopting an additional strategy to the "district support"; a "community support" programme which should be different from the old VAP method and more in line with EEC micro project funding strategy extended by SIDA supported IRDP's community confidence building assistance. We have made a graphic picture of the strategy in Fig 10.

Fig 10



The EEC Micro project is aware of DC's low capacity and have therefore given them a minor role which they should be capable to manage. EEC pay for the work DC is expected to carry out concerning planning assistance and monitoring realising that transport and allowances are costly.

Funds are only released to the project bank account in quarter portions after satisfactory accountings have been submitted for the funds already disbursed.

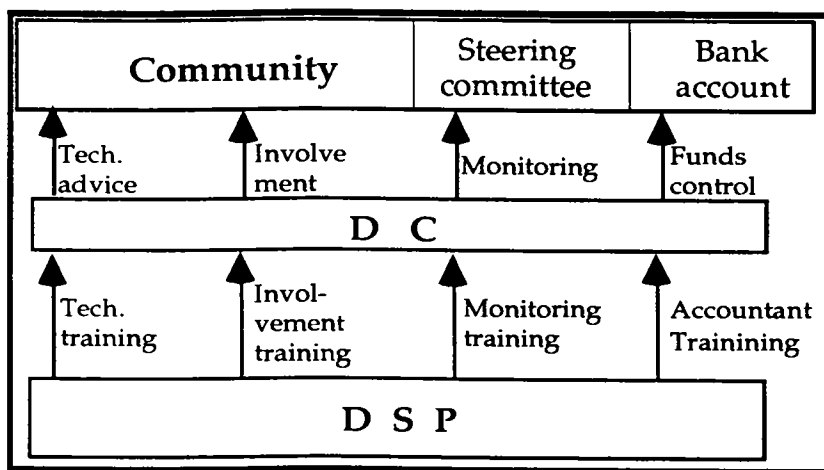
During project implementation there will be four monitoring visits.

This method of financing community projects directly has the advantage of utilising the capacity of the communities better as they are many and they are impatient to get funds to carry out projects so they can improve.

IRDP supported by SIDA tries to improve the communities' own capacity to identify needs, plans and organise projects through providing courses to the communities.

A Similar procedure may be applied for DSP for community support. In figure 11 we have advised that DSP first train DC in technical skills, involvement methods, monitoring techniques and funds control procedures. Then the officers in DC departments concerned should exercise the above skills after training to serve the self help projects in the communities in their district.

Fig #11



In the communities we will find various people interested in taking part in projects; catholic priests and sisters, government officers from health, education and social development, co-operatives, headmen, chiefs, businessmen, farmers and other community members. The main problem is to mobilise sufficient accountability on the local committees. May be the local church leader can play a positive role here.

When embarking on such schemes due consideration must be done to proper disbursement of funds procedures, monitoring and control mechanisms, and such mechanisms must be in place before the projects commences. Neither DC nor EEC have follow up programmes for training in maintenance to ensure sustainability, which is a weakness in their project design.

However, there is a lot experience to draw among those donor agencies that have tried such schemes. Please see appendix A about community involvement and participation methods.

5.5 Conclusion

DSP is likely to have its district support efforts enhanced by the new government policy and administrative restructuring to be implemented this year. The district seem to benefit from the training offered by DSP as well as increased government pressure and enforcement on accountability and abiding the laws and regulations. However, the target groups suffer from this strategy as the DC's do not deliver the services and DSP fails to support the planned projects in the communities.

DSP should both modify its planning procedures to encompass only a few DC administered projects a year which will meet the districts low absorptive capacity and add community supportive strategies. The first solution will make programme planning more realistic but not improve on the target group orientation, while the latter will both care for the need of the DC's and the target groups.

5.6 Recommendations

We recommend the following measures to be considered by the project when reviewing next time:

- Community involvement and community responsibility strategies should be explored and added to the current DSP in order to reach the target group better despite DC's shortcomings;

- Appropriate monitoring strategies should be developed to improve accountability and progress control at DC level.
- The DSP steering committee should be strengthened with more female members.

6. Support to Provincial Planning Unit and departments

6.1 Policy

In terms of local government the policy is as continued in the Local Government Act of 1991: however this relates more to the functioning of the district councils rather than the provinces.

Furthermore has the Office of the President issued a draft about reorganisation and strengthening of NCDP which places PPU firmly within the provincial administration. The MMD political manifesto states that "The existing Provincial Development Councils will be overhauled to improve accountability." In addition there is a memo from MLGH which announces the establishment of a new office under the Permanent Secretary in the provinces: The Provincial Local Government Officer will be posted at the level of Deputy Permanent Secretary and given advisory and regulatory functions.

The duties of the office will be:

- discharge such functions the Minister for Local Government and Housing may delegate.
- discharge such other function as may be conferred upon him under any written law.

The proposed new post will not demand extra resources as the civil service will be restructured by desecoding all seconded personnel and retire all civil servants after 22 years of service.

We have not found policy statements which give more details about "the overhaul" of the provinces.

6.2 Organisation

The present arrangement ^{is} that the Provincial Administration falls under that Office of the President, whereas district councils fall under the jurisdiction of the Ministry for Local Government and Housing. Another institution within the Office of the President is National Commission for Development Planning. PPU's role in the new decentralised government organisation is now clear. The role of the province in relation to district councils is therefore to co-ordinate, advise and some instances control on behalf of the central government; it is expected that this role will be maintained partly due to limited capacity within the district councils as well as for other valid reasons.

The new Provincial Local Government Officer under the Ministry of Local Government and Housing will largely have advisory and regulatory functions in the form of inspectorate to ensure that councils will meet certain predetermined performance standards.

PPU will be maintained as a part of NCDP's establishment under the Provincial establishment. It is recommended that an expatriate adviser to the PPU be recruited to help oversee the Northern Province Rural Development Programme. It is stated elsewhere that government's intention is to strengthen the institutional capacity for it to implement the restructuring programme; notwithstanding the ongoing efforts to streamline the civil service.

It is imperative that one of the areas in which capacity building should be made is in data collection and impact monitoring. There is ample reason to justify

substantial government and donor support to this activity during the restructuring process.

We see the PPU in the new provincial organisation as a necessary complementing body to PLGO under the PS to monitor and enhance complementary development efforts to the DC's through the NGO's, the communities and the private sector. PPU will play a role as before; partly advice the DC's, but more importantly advice and co-ordinate all other agents in development ranging from the donors to the recipient communities.

6.3 Responsibilities

Although it is not stipulated the relationships and collaboration between the district council and line ministries and departments at national, provincial and district levels it is expected that the usual collaboration between the council and other relevant institutions shall continue. In this regard it is also expected that in the area of planning and co-ordination the council shall continue to receive advice from line ministries and the province in as far as interpreting and implementing government strategies both in the social and economic sectors. It is expected that the Provincial Planning Unit will continue to provide this service.

The role of the Province vis a vis the districts in most respects lies in co-ordinating the implementation of national strategies and priorities. As regards development planning the process is favoured to start at the local level - including the community: up to the district. Province and national level - with the higher level providing policy guidelines; with priority setting at middle and lower levels and finally implementation taking place at the lower level.

Funds will be disbursed from Central government to the province and from there to the districts. From the District Council projects in the communities will be funded.

Responsibility for reporting and accounting for the funds will go the opposite way.; Community-District-Province-Ministry as outlined in Fig 12.

Fig 12 Communication Chart

Activities	Target groups		Control bodies	
	Community	District	Provincial	National
Planning	→		→	
Funds	←		←	
Accountability	→		→	

Other responsibilities such as implementation of projects is likely to be handled by the local people according to the policy: "...the government only creating an enabling environment whereby economic growth must follow as ^{i t} has done in all the world's successful countries." (The MMD Manifesto). Implementation and administration in connection with development projects will therefore be a responsibility of the project administrations, the districts, the NGO's and the communities.

We are then remaining with the responsibility for co-ordination, monitoring and evaluation at the provincial level. Provided appropriate systems are developed for community level monitoring and evaluation and District Council staff at a

later stage will be trained to facilitate such exercises in co-operation with the communities, the community projects will benefit a lot from carrying out such responsibilities themselves. The co-operating partners and their role is shown in fig 13.

Fig 13 Co-operation chart short term.

Level	Partners	Role	Implementor
Community	Chief Respected leaders Community members Line ministry officers	Organisation Planning Implementation	Self Help Groups
District	Line Departments DLGO	Receive plans Provide transport Give advice Monitoring	District Council Director of Works NGO's (churches)
Province	Permanent Secretary Provincial Local Government Officer PPU	Funding Advisory Regulatory Monitoring Co-ordination Evaluation	Accounts Dept. Professional staff

However, there will be a need for PPU to take responsibility for the overall co-ordination, monitoring and evaluation on the provincial level as shown in fig 14. There will be need to collect data from the donor projects and the districts and report to the central government. Furthermore will PPU by virtue of having qualified resources in equipment and personnel play an advisory role towards all development agents in need of planning advice.

Fig 14 Communication Chart, short term.

Activities	Target groups		Control bodies	
	Community	District	Provincial	National
Implementation	← →	← →	← →	← →
Monitoring	← →	← →	← →	← →
Evaluation	← →	← →	← →	← →
Coordination	← →	← →	← →	← →

It is anticipated that the province will perform the following co-ordination functions:

- provincial development priorities.
- data collection and impact monitoring.
- development control as in the Town Planning Act.
- monitoring of project implementation of executing agencies.

6.4 Conclusion

Support mechanisms on the provincial level carried out by trained degree level personnel will be needed to take care of monitoring, data collection, advisory, planning, evaluation and co-ordination responsibilities by PPU.

PPU is given a place within the new provincial administrative structure. PPU remain under the PS. where it is now with responsibilities under the new government policy of delegation.

6.5 Recommendations

PPU is needed in the new local government structure to provide essential professional expertise to the province and district councils to cater for monitoring, evaluation, co-ordination and planning through their own qualified officers.

- The NORAD/GRZ sponsored projects should continue their operation under the line ministries where they belong.
- Technical assistance from NORAD is still needed and PPU should make a new adjusted job description for the new advisor which reflects the needs of the new local government system.

The pursuance of gender issues is generally weak in most of the NORAD funded projects, PPU should therefore play a more active role in assisting them to set targets to improve women participation and look for methods.

7. Agricultural marketing

Based upon recommendations of a study by NORAGRIC (March 1991) on "marketing of Agricultural produce and inputs in Northern Province Zambia" support to agriculture marketing in the province was discontinued. However, at a "Programme replanning (LFA) workshop (April, 1991), workshop participants recommended that support for marketing was a highly necessary component of the ZAM 020 Programme.

The proposed project will consist of advisory services to the target groups which should be in the form of promoting processing of produce, promoting construction of storage sheds by target groups, assisting in establishing links between the groups and credit institutions, advising on appropriate modes of transport, and helping target groups in implementing appropriate marketing strategies. Workshop participants proposed potential implementors of this project and these were: DSP, NCU, and Provincial Marketing Co-operative office. Once a suitable implementing agency has been identified market support can be given to the target groups.

7.1 Policy

Government new policies that are likely to affect agricultural marketing are those geared to market liberalisation, price decontrol and subsidy removal. These are policies that leave marketing activities to individuals and private organisations and not under the monopoly of a single nominee of the government.

The government will be a facilitator and not an implementor by providing a marketing environment that would allow many traders to participate.

The government will ensure that farmers get a fair minimum price for their produce. A number of trading points will be identified where farmers will bring the produce for sale. Traders and processors will come to these trading centres and buy produce from farmers at a mutually agreed upon price. In this way prices will be controlled by market forces and not by the government.

7.2 Organisation

Considering that marketing is now liberalised, strictly speaking there is no real structured organization of activities. Any trader can buy from any producer at any level of the community. However, the marketing structure which used to operate under the previous Government still has some effect on how inputs and produce are marketed. It is not clear, therefore, as to which system will dominate as time goes by.

The old system was designed as shown in figure 15.

Fig 15 Old structure model

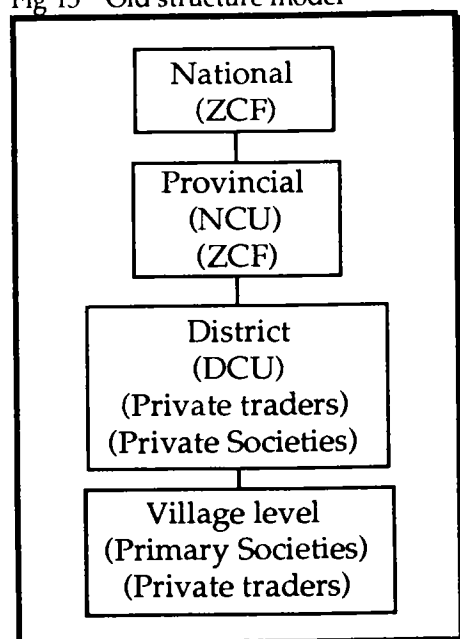
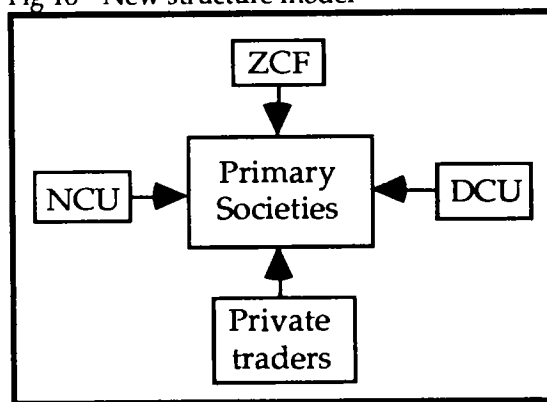


Fig 16 New structure model



The new system is likely to look like in figure 16.

The major advantage of the new arrangement is that active involvement of the Government will be reduced.

7.3 Changes

The changes in policy are in line with recommendations made by NORAGRIC team of consultants on "Marketing of Agriculture Produce and Inputs in Northern Province Zambia". It follows therefore, that the proposed project is a positive response to what needed to be done but could not be under the previous Government.

The new changes promotes more private participation in marketing by allowing realistic prices therefore making the exercise economically attractive even to private traders. The other category of the Zambian society that is likely to benefit from this liberalised market are women traders who have now become active in buying and selling of agricultural produce. It is now common practice for women traders to travel all the way from Lusaka and Copperbelt to go to Mbala or Nakonde to purchase beans and kapenta to sell in towns. The free market is likely to allow women traders diversity in kinds of products they trade in.

7.4 Responsibilities

Agricultural marketing should be self sustaining fuelled by market forces if government does not intervene.

This assumption is also based on the expectations that private traders will respond fast enough to these changes and provide services that were previously provided through government supported organisations.

The second assumption is that there is sufficient interest and capacity among private traders to actively participate in this new marketing arrangement.

Discussions held with individuals and organisations expected to participate at provincial, district and community level revealed that interest exists at all levels. It is left to time to prove whether actual capacity exists.

7.4.1 Central Authority

The Government will be the buyer of the last resort. If a farmer fails to sell, the Government will buy at floor price.

7.4.2 Province

Organisations that have mostly been involved in agricultural marketing at provincial level are Northern Co-operative Union (NCU) and recently Zambia Co-operative Federation. Their reaction to the new marketing policy was by expressing their readiness to participate in marketing with confidence.

The source of their confidence was their experience in this activity over the years. ZCF for example, believes that their ability to provide agricultural inputs to primary societies gives them an advantage over private traders who do not have the same provision. Another advantage is that NCU and ZCF have over time established buying depots deep in the rural areas where as private traders would prefer to trade in easily accessible areas, along main roads.

LIMA Bank however, was concerned about possible poor loan recovery rates that are likely to occur as a result of a liberalised market. The Bank suggested that intensive education for farmers will be needed. This education should include understanding the basic need for co-operation between farmers and credit institutions.

The suggestion for the new marketing project to include training especially at community or primary society level is in line with the proposal by LIMA Bank and ZCF. An issue is whether storage sheds are utilised effectively throughout the year when little inputs and produce will be likely to be stored for long under the new marketing strategy.

All those interviewed agreed that there was need for external assistance in maintaining roads and bridges especially feeder roads.

7.4.3 District

The research team had a meeting with General Manager of Mpika District Co-operative Union that has made major strides in consolidating its autonomy. Mpika DCU started off with almost no serious capital equipment and little cash in their bank account. After breaking away from NCU they have embarked on a number of income generating activities. The DCU has purchased two 10-ton trucks, a seed cleaner, two hammer mills and is rehabilitating warehouses. There was every indication that Mpika District Co-operative Union was capable of handling agricultural marketing in the district and enthusiasm to do so on a commercial basis exists.

The Union was however, concerned about lack of understanding of basics of rights of primary societies and its members. The proposed training could be of benefit.

The Union also welcomed the idea of supporting road maintenance. The training should however, emphasise community involvement in maintenance of roads. This could easily blend in with the DSP and LBRIMP funded under the ZAM 020 programme.

7.4.4 Community

At present Primary Societies are affiliated not to District Co-operative Unions but to NCU. With the new policy of liberalisation of marketing farmers are free to sell their produce to whoever they wish. This has put Primary Societies in a stronger negotiating power.

It is very likely that these societies will benefit most from the new policy. Farmers will from now guard their produce knowing very well the reasons why they should protect it from spoilage. The new policy is likely to produce farmers who are more commercially minded than before. Again there will be need to educate these in basic production and marketing for them to be aware of how market forces operate.

Supporting small sheds at primary society level would make a lot of sense. These are places that will hold produce for some awaiting traders. Also, inputs will need to be stored close to the farmers in reasonable quantities well ahead of time to planting. At present crop production is being affected by late arrival of inputs at farm level.

7.5 Conclusion and Recommendations

Realising the importance of agricultural marketing in the province, the study team recommends that support to this project be provided. This support should be targeted to primary societies or better still to groups of farmers that are smaller than primary societies. This is so, because the study team felt that primary societies today, are too big and therefore it might not be easy to ensure member control and sustainable growth based on members participation.

Under the new policy, market forces will dictate the direction in which support to communities should be concentrated. However, it was evident that support to construction of sheds at community level will be appropriate. The team recommends that an arrangement should be made to have these sheds constructed only on request from the community. At the same time the community should be willing to pay for the cost of the shed. The money will become a revolving fund for the project and could be used to support other communities who request for a shed. Local builders should be hired to construct these sheds with community contribution through self help labour input.

The new government policy will require that communities are made aware of the basics of agricultural marketing. This will mean that the agricultural extension service should be trained to educate rural communities. It is recommended therefore, such education program be conducted as soon as possible. This should start this year. The PAO's office should be supported to carry out this work.

The team recommends that monitoring of what is happening in agricultural marketing as a result of the new policy is established. The team recommends that PPU assumes responsibility to do this. This too needs to be initiated as soon as funds are available.

Support to road and bridge construction should be delayed until information is made available as to which communities respond positively to new policies. Communities should show local initiative and desire to contribute to future maintenance of roads and bridges before being granted support in this area.

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9 Appendices

Appendix A Community Participation

By Mrs. Beatrice Muhone, Sol-Consult A/S, Lusaka

All development efforts which aim at improving the welfare of the rural and urban poor should be based according to C. Murphy and H.J. Kolshus "On site - specific analysis of problems and priorities and participation of local people. It is important for the project initiators to bring the social actors and beneficiaries into the project process. The project has five stages namely, identification, preparation, appraisal, implementation and evaluation.

Identification

In project identification the facilitator according to Michael M. Cernea "should be able to gather and assess all available general social data relevant to the area and type of interview considered. Information is gathered from the literature and the local people in the community concerned. By gathering data from the local people concerned the facilitator automatically involves the people in the project from the beginning. The people themselves should be involved in the project formulation. However, the facilitator has to use the best approach in introducing himself to the local people.

Each community has its own social structure and accepted rules/behaviour from which the facilitator after assessing the project area selects the suitable approach.

Consultation

The facilitator should therefore, be careful in selecting the right community members who are active, interested and represent the whole community. According to Rijswijk consulting community representatives or leaders only, may not amount to real community participation unless the community is one where the decisions formally made by representatives or leaders are the result of wider consultation and consensus within the community and unless the community is thereby involved in decision making on significant aspects of the project which is being introduced. It is important to get views from many community members to ascertain that the majority interest are represented in the project objective.

After selecting/identifying the project objective, community members feel that they are part and parcel of the project since they are conscious of the identified problem. According to Rijswijk "In the old ideology, "involvement" was conceptualised too often as an effort on the part of individuals to assist in implementation of plans already made and targets set vertically. This made community members to passively accept the project and demand payment for their labour. One cannot speak of community involvement when the agency is in total control of decision-making while beneficiaries are only called to give their labour directly without involving them in planning.

However, the new type of involvement according to Rijswijk, requires identification with movement, which grows only out of involvement in thinking, planning, deciding, acting and evaluating focused on one purpose". In other words project involvement requires mental and physical involvement community of members together with the project initiators. They have to hold meetings with

local people to outline the needs prevailing in the community and select a common need.

Preparation

The second stage "Project Preparation" is very important as it verifies hypothesis on the development potential of the project area concerned. The facilitator makes critical analysis of the possible ways of tackling the identified problem. And the consequences that the alternatives may cause on the community members. According to Cernea, "The social analyst" as a member of the preparation team must use the full arsenal of relevant research tools, from surveys and case studies to piloting and other methods, together with his or her ability to anticipate changes in social arrangements and to design alternative organisations, institutions, or strategies for participation." The first plan of action is design outlining the alternatives, benefits and effects that the project would cause on the beneficiaries.

Appraisal

Third stage project appraisals, is a feasibility study which re-examines the project preparation to make possible corrections. The facilitator should now be in the position to clearly understand the community. For instance, he should take into consideration existing population, settlement and organisation patterns in relation to the proposed project objective to meet the desired community need. According to Cernea, "The project must be culturally acceptable; that is understandable, agreed to and capable of being operated and maintained by the local social actors and their institutions and organisations. It is important to understand the history of the community so that an analysis can be made on whether the beneficiaries would be willing to contribute to its success throughout the project process and continue to appreciate it even after implementation.

Implementation

Project implementation is the fourth stage in project cycle. This is the construction stage in which community members contribute physically to the completion of the project as the facilitator s offer technical guide lines already stated in project appraisal. According to Rijswijk, "communities demonstrate their need for the project and their willingness to support and use it once completed, by making the collective effort to organise and participate in construction, or by making a financial contribution. By involving community members from the first stage of the project cycle, a sense of responsibility developed in each member as they are familiar and proud of the project. This will make project construction easy for both the facilitator and community members. Furthermore, community members will collectively consider the completed project as their own, hence will do their best to maintain and avoid damaging it. However, implementation does not obviously turn out as smartly planned due to some changes or social events that may occur during implementation. The facilitator has to induce social change by organising the community into specific tasks and mobilise moral support.

In case of some problems which may occur during implementation, the facilitator is able to work out solution with the community and clarify them because he is familiar with the community. He has to monitor the construction of the project by interpreting project appraisal into construction

Evaluation

Lastly, project evaluation is the stage when the facilitator measures the project plan in comparison with the outcome of the project implementation. It aims at finding out the progress of the project, thus proving whether the project objectives have been achieved. Through community participation, the facilitator, will detect faults and solutions to the faults.

Ideally, evaluation should be a continuous process just from the time the project is initiated, the project and the community members link has to be examined from time to time. According to Marsdon, "Ideally evaluation should be built into a projects organisational and implementation structure, and should be undertaken as a continuous and systematic activity during the lifetime of a project. By involving community members in evaluation, it will continuously clear their doubts or misinterpretations of the objectives and build their interest in the project. Even after the project initiators have phased out, community members will be able to identify faults and solutions as they are familiar with the project from the start.

Appendix B Financial management practices

FINANCIAL MANAGEMENT PRACTICES

1.0 Introduction

The senior programme adviser (SPA) at the provincial planning unit introduced changes in accounting procedures and implemented control routines. The SPA has acted as a financial controller for ZAM-020 components.

It is NORAD policy that financial and administrative arrangements for the projects being supported should to the extent possible operate through existing government institutions and follow normal government procedures. However, modifications in some cases have been made as a result of the failure of government institutions to account for the money. Before the present procedures were introduced, the provincial accounting unit was responsible for the control of funds. But because of government system of transferring money to other votes when one has run out, this caused problems in implementing some projects.

2.0 Present procedures

2.1 Budgets and Work Programmes

The procedure is that each project submits proposed budgets and work programmes to PPU at least two and half months before the annual meeting. PPU co-ordinates the proposals and submits them to NORAD two months before the annual meeting. Final approvals are made at the annual meeting and the intention is that NORAD support should be reflected in the official government budgets. Detailed project budgets based upon decisions made at the annual meeting are submitted by PPU to NORAD in Lusaka before 1st January of each year.

In April each year there is a mid term review meeting to which each project submits the following:

- (a) revised budgets and work programmes for the current year.
- (b) expenditure statements and reports from the previous year.

Counterpart GRZ institutions that receive funding from NRDP projects are also required to produce budgets and work programmes before funds can be released to the implementing agency.

2.2 Transfer of funds

Each project has a bank account established. The funds from NORAD to the project pass through the PS's office for endorsement and forwarded to the project co-ordinator concerned through the PPU. The project co-ordinator also releases funds to the implementing agency on production of budget and work programme approved by the projects' steering committee.

2.3 Accounting

Once funds have been released to the project, signatories to the account have to be approved by the co-ordinator. Each project has its own account.

2.4 Financial control

Implementing agents are required to submit monthly expenditure reports to the project co-ordinators. After three months a quarterly statement of expenditure has to be presented by the implementing agency to the co-ordinator. When this requirement is met the co-ordinator can issue further funding to the agency. If there is a delay or failure to submit expenditure report then funds are not released.

3.0 Weaknesses

Even if uniform accounting procedures have been implemented, it has been observed that some implementing agencies are not able to account for the funds. The major culprits are District Councils and ETSP. This could be attributed to low calibre personnel in the accounts units of councils.

4.0 Recommendations

- 1 Uniform project accounting procedures should be strengthened with the use of computer spreadsheets.
- 2 The council accounting units should be strengthened through comprehensive training of accounts personnel in reporting procedures.
- 3 No funds should be released to the implementing agency until inspection of the project has been done by the co-ordinator.
- 4 The Provincial Planning Unit should continue to play the role of financial controller and report monitoring.

Appendix C Discussion paper prepared by DSP project co-ordinator

LS920429

DISTRICT SUPPORT PROGRAMME (DSP), KASAMA, NORTHERN PROVINCE
MAY 1992
DISCUSSION PAPER PREPARED BY DSP PROJECT CO-ORDINATOR

INPUT TO GRZ/NORAD CONSULTANCY STUDY ON THE INSTITUTIONAL
FRAMEWORK FOR THE NORTHERN PROVINCE RURAL DEVELOPMENT
PROGRAMME (NRDP)

1. PURPOSE

The purpose of the discussion paper is to provide an input to the GRZ/NORAD Consultancy Study on the Institutional Framework for the Rural Development Programme in the Northern Province.

The purpose of the new study is to outline an institutional framework for NRDP within the context of administrative and economic policy changes of the Zambian Government, particularly at the provincial and at the district level. The present and most likely future efforts of the DSP will focus on a development support at the district and the primary community levels with a heavy emphasis on the strengthening of local authorities and institutions. The conclusions and recommendations of the Programme Review in May/June 1990 by Scanteam International have provided some preliminary guidelines for the elaboration of an outline for the future programme of DSP. It is envisaged that the new study will provide some further guidelines for the discussions of the future policies and framework for, among others, the District Support Programme.

2. BACKGROUND

The DSP (former VAP), Project ZAM 012, has been gradually transformed during the last few years from a programme primarily oriented towards agricultural development to almost exclusively a district development support programme. The present policies, activities and approach of the programme is set out in the Project Document, revised in January 1992, attached in the Appendices. Furthermore the activities of the programme are described in detail in the annual reports, the latest being for 1991.

The previous study in 1990 (Scanteam Int.) concluded that DSP (VAP) should redefine its long and immediate term objectives in order to reflect the new emphasis and approach of strengthening local authorities and institutions like District Councils. Furthermore the target groups should be changed from small scale farmers to more generally the low-income members of local communities both in rural and urban areas.

The study recommended, as an interim measure, that the project should adopt the following guidelines:

- Emphasis on training programmes for district administrative staff (a);
(a) In addition DSP recommends that the target groups for the training programme should include community leaders and members in the primary communities.

- Investment (financial assistance) should be reduced to reflect the administrative and absorptive capacity of the districts;
- and finally
- Additional funds could be allocated to District Councils enabling them to commission work from private sector operators.

These recommendations have to some extent already been incorporated in the present Project Document for the District Support Programme.

3. Proposals relating to objectives and activities of DSP for 1993-96

3.1 Background

The disappointing experiences with conventional human settlements programmes in the developing countries has convinced most governments that it is beyond their financial and administrative capacities to plan for and actually provide shelter, basic infrastructure and social services for the expanding numbers of poor rural and urban households. Instead they must foster and complement the efforts and investments of the poor families themselves in meeting these basic needs. This has become the strategy of community participation in many developing countries.

Community participation in rural settlements is not new. It has been traditionally practised in many societies out of necessity and, for some decades, it has been supplemented by national or regional/provincial rural development programmes which, to some extent, can be effective in meeting basic needs when the programmes are linked to local traditional village organisations. Besides government support, assistance from interested individuals and non-governmental organisations has played a role as well.

However, in most urban contexts, there have been serious obstacles to the emergence of a fruitful and broad partnership. This is most regrettable because, as the demographic trends clearly indicate, urbanisation has become the greatest challenge to the developing countries.

In urban locations, poor communities' efforts to shelter thousands and provide themselves with basic services and infrastructure have failed to gain governmental recognition, let alone approval, because of their illegal or quasi-legal status in terms of land tenure laws and building regulations. However, during the last couple of decades has emerged an awareness in many countries that the poor themselves were and would continue to be the main agents through which their human settlements would be created and improved.

One way of expanding the number of facilities and services in rural and urban low-income settlements is to promote and support the many local initiatives for building activities and to integrate such a mobilisation of local resources both in urban municipal or rural services programmes by creating the institutional conditions conducive to self-help programmes.

Thus there is a need to explore new operational policies and strategies on an integrated and convergent delivery of basic community services and facilities based on a strong participatory approach. The public sector should create enabling conditions for the poor to obtain better access to these services and thereby to a cleaner and healthier environment through the building up of a government supported self-sustained development in local communities.

Thus community participation in development efforts has come to be formally accepted as an important strategy for effecting both the overall improvement of

human settlements of the poor as well as the integration of their residents in the local and national development process.

3.2 Outline of project

In brief, it is envisaged that the project should:

- (i) Strengthen the capacity of low-income primary communities and their organisations both in rural and in urban areas, i.e. District Councils and other institutions to plan, implement, operate and maintain needed facilities, services and housing improvements;
- (ii) Assist in developing a viable and replicable strategy for community management wherein public agencies (i.e. District Councils) play an enabling and supportive role in an effective partnership with the communities;
- (iii) Train local authority staff and community members;
- (iv) Strengthen relevant local authorities, i.e. District Councils, other organisations and institutions, including NGO's, a.o.;
- (v) Establish appropriate operational strategies and methodologies for a decentralised provision and management of community facilities and services;
- (vi) Establish an appropriate information and project monitoring system; and finally
- (vii) Provide direct assistance for the establishment of appropriate community facilities, services and housing improvements in selected rural and urban low-income communities.

It is stressed that an integrated emphasis should be placed on the importance of "enabling strategies" which also should support the active involvement of women at the community, non-governmental and the local government levels.

It is envisaged that the project as a whole should be considered more as a training and institutional development (software) project, rather than an physical infrastructure (hardware) project.

For this reason it is envisaged that the project, institutionwise, is best located within the existing structure of the Ministry of Local Government and Housing at the provincial and district levels. The project headquarters should remain in Kasama at the provincial level, whereas all activities of implementation should take place at the district and primary community levels. Alternatively a location within the structure of the Provincial Planning Unit could be considered depending on the possible establishment of an umbrella organisation for the various NORAD funded projects in the Northern Province. Primarily for reasons of the institutional location and the realistic possibilities of an implementation within the new Local Government Act, DSP favours the first option.

4. PROJECT DEVELOPMENT OBJECTIVES

4.1 Overall and long term objectives

The overall development objectives of the District Support Programme (DSP) could remain as follows, namely to improve the standard of living for the urban and rural population in the Districts of Kasama, Mbala, Mporokoso, Kaputa (possibly Luwingu and Chilubi) in Northern Province.

The long term objectives of the District Support Programme (DSP) should be as follows:

- (1) To strengthen the capacity of District Councils and low-income urban and rural communities and their organisations to develop, implement and manage needed facilities, services and housing improvements.
- (2) To contribute to the improvement of the environmental health and living conditions of people in low-income communities in rural and urban areas.
- (3) To improve the position of women in decision making and management within local communities, district councils and public administration.
- (4) To strengthen the enabling approach within the overall framework of the international shelter and services strategy.

4.2 Intermediate objectives

The overall immediate objective should be to improve the level and ability of District Councils, other institutions, local communities to be financially self sustaining and effectively to provide an increased level of service to the population in the Districts.

The more specific intermediate objectives of the project should be as follows:

- (a) To strengthen local community management and operation of facilities, services and housing improvements in the selected rural and urban communities in the four (six) districts;
- (b) To strengthen relevant local organisations and institutions, i.e. urban and rural District Councils, block and ward communities, NGOs, CBOs, etc. in developing policies and strategies enabling effective community participation in the provision, operation and maintenance of facilities and services;
- (c) To ensure the participation of women and youth in all community activities and to improve the management by women in the implementation of projects in the Districts and particularly in selected wards.
- (d) To ensure the development and integration of small-scale enterprises in the project activities in support of socio-economic development of the communities.

4.3 Immediate objectives

In order to implement the above long and intermediate term objectives the immediate objectives should be as follows:

- To support the process in the local government and other relevant public organisation in re-orienting their roles and interventions from being the providers of community facilities and services to being the facilitators of community action programmes (enabling strategy);
- To formulate a viable and replicable policy and strategy for the community management in securing services and facilities for low-income communities;
- To develop and implement an effective and sustainable management and maintenance system for community facilities and services;
- To establish a number of community facilities, services and housing improvements in the selected rural and urban communities;
- To organise training activities relating to the above for District Council staff, community leaders and members, NGOs, CBOs, etc.;
- To support the community members, especially women, in their efforts of taking active part in planning, implementation and maintenance of the provision of community facilities and services in their own communities thus creating organisations responding to their needs.

- To develop financing mechanisms within the communities themselves or responding to public, private or donor financing agencies;
- To establish information, monitoring and evaluation systems for use by planning, implementing and financing agencies, CBOs and NGOs related to the above immediate objectives.

5. PROJECT JUSTIFICATION

5.1 Project Justification

The analysis and assessment of the existing situation in the Northern Province and particularly the experiences of DSP (former VAP) identifies the following key issues:

- The incapability of government to finance with the communities the delivery of basic social services and physical infrastructure for the expanding numbers of poor rural and urban communities.
- The necessity for the local communities to foster and complement the public efforts in order to meet the basic needs.
- The need for mobilisation of local resources in urban and rural service programmes by creating institutional conditions conducive to self-help programmes, i.e. enabling effective community participation in an integrated provision of facilities and services.
- The enhancement of the role and functions of NGOs and CBOs in the mobilisation of the communities.
- The necessity of maintaining the momentum in the process of decentralisation specifically in the strengthening of the district administration and planning capacity;
- The shortage of manpower and financial resources at district level requires a careful and effective use of the scarce resources, including possibly the introduction of an advisory instrument, like mobile planning and training teams.
- The requirement to establish a formal or non-formal finance mechanism supporting the provision of community facilities, including the co-ordination and control of those community-based finance systems. Finally
- The further involvement and expansion of the traditional Zambian approach to participation in community projects.

In concluding, the need for institutional support at the district level should be the most important objective of this project. It is considered vital to support the Government's decentralisation policy at the district level. The role of Government as a facilitator in the process of establishing community facilities through community participation requires support at the level of interaction between all partners involved, i.e. the communities, non-governmental-organisations (NGOs), community-based organisations (CBOs) and the government.

The process of decentralisation should be geared towards the following:

- (i) The decentralisation of authority; and
- (ii) The decentralisation of financial resources mobilisation and management.

The above are entirely based on the need for the proper manpower or human resource development. The training required for this should be the main aim of the project.