

Summary of Terminal Evaluation

I. Outline of the Project	
Country: Zambia	Project title: Capacity Development Programme for Provision of Decentralised Services (CDPPDS)
Issue/Sector: Governance	Cooperation scheme: Technical Cooperation
Division in charge: JICA Zambia office	Total cost (at the time of evaluation): 173,219,000yen
Period of Cooperation	(R/D): August 23, 2006 – March 31, 2009 (Extension): (F/U) : (E/N) (Grant Aid)
	Partner Country's Implementing Organization: Ministry of Local Government & Housing (MLGH), Cabinet Office, and Ministry of Finance & National Planning (MoFNP) Supporting Organization in Japan: None
Related Cooperation: GTZ, UNDP and World Bank	

1. Background of the Project

To strengthen local government to facilitate more effective citizen participation in governance and accountable delivery of public services as the basis for decentralisation, the Government of the Republic of Zambia (GRZ) launched the National Decentralisation Policy (NDP) in 2004 as one of the three pillars of the Public Sector Reform Programme (PSRP).

Then National Decentralisation Policy has recommended a wide array of functions to be devolved for implementation by local government. These include functions such as provision of primary health, basic education, agriculture extension services and community police and prisons service. In their current status, Councils lack the human, financial and managerial capacity to undertake these functions in addition to their already existing functions. Therefore, the need for restructuring of Councils and developing their capacities were considered cardinal so that the organisation structures, planning and management systems, personnel, financial systems and general operations are appropriate to facilitate the fulfillment of their revised mandates. Based on the above needs, MLGH with MoFNP and Cabinet Office submitted the request for the Technical Cooperation Project, namely "Capacity Development Programme for Provision of Decentralised Services (CDPPDS, hereinafter called "the Project")", which was evaluated as eligible by Japanese Government and launched in August 2006.

Originally, the Project was envisaged to be implemented as an integrated project in line with the Program Based Approach (PBA) framework to be established based on the draft Decentralisation Implementation Plan (DIP) which was elaborated by the Decentralisation Secretariat with support from Cooperating Partners (CPs) in the Decentralisation Sector, including JICA. However, it was clarified in September 2007, that GRZ considers that capacity development of the Councils is the precursor to other issues of Decentralisation reform, together with further sensitisation of the public on the concept of the decentralisation reform, to any other essential components stated in NDP and that GRZ would take a cautious and gradual approach rather than rushing to address at once diverse, therefore, complex components entailed to enhance the decentralisation process. In order to effectively implement the Project, the need of re-alignment of the Project components to the current status and short-term perspective of the Decentralisation Programme was recognised by GRZ and JICA, and the revised Project components were agreed by the both parties through signing the Minutes of Meeting on May 7th, 2008.

2. Project Overview

(1) Overall Goal

Quality of planning/budgeting/implementation by district councils and accountability of those to communities are improved.

(2) Project Purpose

Human and institutional capacity of district councils in management cycle (planning/budgeting, implementation and coordination, monitoring/evaluation, and feed back to their plans/budget and policy) is strengthened.

(3) Outputs

1. New structure with staffing levels and staff's job description are adapted by the Councils as part of the preparation of the forthcoming restructuring of the Councils in the course of the Decentralisation Reform process.
2. The capacity of the Councils in development planning/budgeting as well as in monitoring and evaluation is strengthened to prepare themselves for devolution of more functions to them in the course of the Decentralisation Reform process.
3. Financial management and audit capacity of the Councils is strengthened.
4. Capacity of the central government to train, monitor and supervise the Councils is strengthened.

(4) Inputs

Japanese side:

Long-term Expert: 1	Equipment	210,720.53USD
Short-term Expert: 1	Local cost	114,707,437Yen (1,103, 818 USD)

Zambian Side:

Counterpart: 36		
Land and Facilities	1 office rooms	Local Cost 3,591,374,082ZMK

II. Evaluation Team

Members of Evaluation Team	Mr. Shiro Nabeya Mr. Hirofumi Kawakita Ms. Yuki Shibuya Mr. Harumi IIDA	Team Leader Decentralisation / Local Government Evaluation Planning Evaluation Analysis (Local Governance)
Period of Evaluation	November 24, 2008~ December 18, 2008	Type of Evaluation: Terminal evaluation
III. Results of Evaluation		

3. Summary of Evaluation Results

(1) Relevance

Relevance of the Project is high in long-term perspective. GRZ recognized the needs of capacity development of Councils, as mentioned in Fifth National Development Plan (FNDP) as well as National Decentralisation Policy (NDP). On the other hand, Councils recognized the challenges and expressed willingness to strengthen their own capacity, which were recognized from the Councilors Orientation Workshops. The size of the target groups was adequate and in line with the GRZ policy such as NDP. Pilot approach or area based approach were avoided in order to offer equal opportunities of capacity development to all Councils.

Japanese ODA policy and JICA assistance plan for Zambia focus on "Human resource development and institutions building for aiming self reliant development". Local government is the key player of public service delivery to the community, and can play crucial in promoting development at local level. Therefore, development of capacity of Councils will contribute to efficient public service management in sustainable development of Zambia. Based on the above, CDPPDS is relevant and hence its implementation.

(2) Effectiveness

Effectiveness of the Project has room for improvement due to a lack of concrete and foreseeable road map in the sector of Decentralisation. In addition, the project initial design based on DIP was too ambitious. CDPPDS contributed to improvement of the Councils' management cycle, especially financial management. With the purpose of strengthening the financial status of Councils, data on the status of indebtedness of all the Councils were collected and based on the data, arrears in retirement packages have been paid with support from the central government. The training for dissemination of the Finance Manual and the Audit Manual for Councils has clearly strengthened the financial capacity of all Councils. The use of external auditors for three City Councils has been effective to assist these Councils in the financial management.

The Project has contributed to forming the basis for decentralisation through building capacity in Councils, even though project purpose will not be fully achieved by the end of project term, March 2009.

(3) Efficiency

Efficiency of the Project has been fair. Inputs were utilised effectively although the range of activities was quite wide. On the Japanese input, the timing and expertise of a long term expert was considered to be appropriate. In addition, the types, quantity and timing of the equipment for provinces such as GIS sets and vehicles provided were appropriate. On the Zambian inputs, the head count, placement, and expertise of the counterpart personnel were appropriate. However, coordination of six implementing agencies (*) spreading over three ministries was not easy and time consuming.

Most activities were implemented appropriately to achieve the Outputs. However, in the middle of the project implementation period some activities were removed and modified while others were added to streamline the project contents. Some activities were not implemented in the project period, as the project design was considered over-ambitious. Even though inputs from both sides were fully utilised, the activities were too many to be implemented efficiently. In addition, lack of road map for the activities and the timing of funding hampered timely implementation of some of the activities.

(*) Implementing agencies of CDPPDS

MLGH- Department of Local Government Administration (DLGA), Department of Physical Planning and Housing (DPPH), Decentralisation Secretariat

Cabinet Office- Management Development Division

MoFNP- Budget Office, Planning and Economic Management Division

(4) Impact

Regarding Impact, the Project has contributed to improvement of coordination and communication of all stakeholders in local government system. Some positive impacts were found as outlined below;

- 1) Communication and coordination among six implementing departments was improved
- 2) CDPPDS offered the opportunity for a common framework for collaboration.
- 3) CDPPDS offered DLGA to accumulate the experience of project management.
- 4) Since the Programme Based Approach to support the Decentralisation and Local Government Sector did not take place, CDPPDS was a platform for collaboration among CPs in supporting some activities.

On the other hand, no negative impact was found. However, to reach the Overall goal as improvement of service delivery of Councils, continuous support and monitoring for development of Councils are necessary by GRZ within long term process.

(5) Sustainability

Sustainability of the Project is assured by the willingness of GRZ, which needs to be backed up by the systematic and consolidated implementation. MLGH has recognized that CDPPDS follows the process of Decentralisation Policy, and it has strong political will for continuously developing councils' capacities. Besides, most of the GRZ stakeholders recognise that there is political will and framework for continuous capacity development of Councils, given the increased inputs and activities allocated for the purpose.

However, it is recognized that more remain to be done, if the Councils should fulfill their duties for the people. The capacities at all the levels (national / provincial / district) for strengthening local government system are still not fully attained. MLGH further intends to integrate and standardize monitoring indicators of Councils to be applied by different departments in the ministry.

4. Conclusion

The Project contributed to the preparation of local government reform and strengthened coordination mechanism within GRZ as well as CPs in the Decentralisation and Local Government sector. However, based on this evaluation, it is confirmed that further improvement of the local government system, strong leadership of GRZ and continuing support from CPs are must.

5. Findings from the Evaluation Result

Important findings from the evaluation of the Project are as follows;

- 1) Nationwide trainings create the foundation for building Councils' capacities
- 2) Basic financial capacity of councils is identified through joint financial survey
- 3) Project activities facilitate internal communication in councils and communication among councils, provincial offices and MLGH.
- 4) Concrete and stable policies facilitate more favorable environment to implement the programme and projects in local government system.
- 5) Develop simpler planning mechanism at district level to facilitate more cooperation and outputs in local government system.

6. Lessons learned

(1) Comprehensive status survey of Councils

Considering the positive impact and effectiveness of the indebtedness verification survey, the Project should have planned and implemented a comprehensive status survey of Councils at the beginning of the project. The survey at District level should include the contents such as situation of sector service delivery, basic finance status verification, reporting and monitoring system and human resource capacity etc. The findings of the survey would have contributed to create more outputs and achievements for the planned project.

(2) Traceable monitoring mechanism

To assess and capture effects and impact of the trainings at the training target level timely and periodically, the traceable and systemized monitoring mechanism should have been in place before the start of trainings. By doing so, the understanding level and practicability of the training will be verified, and thereby more realistic and appropriate follow-ups will be developed based on the monitoring data or indicators collected.

6. Recommendations

In order to ensure sustainability of the project effect in long term, following actions are recommended to be taken by GRZ and Councils.

- 1) Formulating a strategy for Councils to clear their debts based on the verified data of indebtedness of all the 72 Councils, since it is imperative for Councils to have sound financial status for better service delivery.
- 2) Developing the job description of key staff before the implementation of new Organisation Structure.
- 3) Developing a comprehensive training programme for Councillors and Council staff which can be implemented every five years.
- 4) Ensuring that all the Councils submit their draft organisation structures to the full Council for adoption and approval.
- 5) Implementing the findings and recommendation of the FNDP making process review report into the planning process when developing comprehensive development plan at the district level.
- 6) Drawing an action plan and outline required institutional arrangements to roll out MTEF/ABB to the Councils.
- 7) Developing a strategy to better utilise GIS at the Provincial Offices of DPPH in order to enhance Councils' use of geographical images in their development plans.
- 8) Developing and implementing a strategy of follow-ups to the training in the use of the Finance and Audit Manuals to all the Councils in order to make sure that Councillors and officers in the Councils to implement their duties in line with both Manuals (including the response process to the external audit report).
- 9) Developing a library facility where all relevant documents for the Decentralisation and Local Government sector can be archived and where any public officers can access such documents.
- 10) Establishing a more effective and efficient Monitoring System of Councils which can enhance interaction and communication among Councils, PLGOs and MLGH staff.

