

ANNA AALTO

Self-Evaluation of Development Cooperation Management and Impact

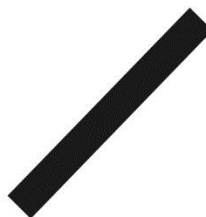
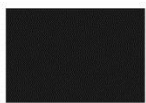
North-South Local Government Cooperation 2013–2014 Lahti
(Finland) – Rustenburg & Madibeng (South Africa) – Ho (Ghana)



The publication series of Lahti University of Applied Sciences, part 12

LAMK

Lahden ammattikorkeakoulu
Lahti University of Applied Sciences



Anna Aalto

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(Finland) – Rustenburg & Madibeng (South Africa) – Ho (Ghana)

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LAHTI



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Foreword

It was 2010 when I started as northern coordinator in North-South Local Government Cooperation (NSLGC) of city of Lahti. I was 24-years old and newly graduated. My field of expertise was corporate environmental management, a profession unheard of in the local employment agency, as it turned out. My working experience was limited to a seasonal career as a cemetery gardener. In short, I had no idea what I was getting into.

Luckily, the North-South cooperation in Lahti had a long tradition and a well-established foundation with the South African counterparts. I was advised and supported by colleagues in Lahti and Bojanala as I learned my way through the project administration jungle and got accustomed to the multicultural landscape confronting me. I was always welcomed warmly by our African partners, although I am sure my early attempts for official speech-giving and my minute-to-minute scheduled working visit programs must have been frustrating.

Even though, the cooperation was well-established, the constant fluctuation of colleagues and stakeholders in North and South, the evolving NSLGC program guidelines, the new partnership in Ghana and emerging South-South interaction meant that no year has been the same. Learning the ropes and then re-learning them again has been a continuous process and I can safely say that I have learned more every year than during the whole five-year university degree. What I would never dare to say is that I have it all figured out. In a cooperation that strives for dynamic and continuous development, there has to be always room for evolving your expertise and competence.

This document offers one insight to the learning processes within the cooperation between city of Lahti, Finland, Rustenburg & Madibeng local municipalities in South Africa and Ho municipality, in Ghana. It is a critical self-assessment that intentionally brings forward the challenges and failures along with the successes. Despite my best efforts for objectivity, it can be deemed a subjective view, my expert opinion, if you will. The recommendations given here are by no means meant as a final product; instead they should be seen as icebreakers for discussion. Indeed, I hope the ideas can be developed further in joint dialogue with the NSLGC program and my coordinator colleagues.

The first part of the document is an account of the lessons learned in the field of development cooperation project management during 2013-2014. As a background, let it be noted, that in 2013, there were significant reformations in the project administration guidelines of the NSLGC program. In the same time, the partnership of Lahti was moved from the district level to local level in South Africa. When operating directly with the local municipalities, it became a priority to handle part of the financial administration in South to fast-track implementation of service delivery pilots. To cut a long story short, in the start of 2013, Lahti had two new partners and a whole new structure for financial management to manoeuvre. This self-evaluation outlines how we managed and what we learned for future reference.

Moreover, the second part of the document is an assessment of the capacity building impact of the cooperation. In other words, it is a self-evaluation of the results of the key service delivery pilots implemented in 2013-2014. These so-called key pilots of the cooperation, namely the pilots for community-based waste management, source separation of household waste and school-based urine-diverting dry

toilets, are evaluated based on their impact and the expected sustainability of the results. To reflect and improve on the long-term sustainability of results already in the planning process, an exit strategy tool is compiled for future reference to assist the cooperation in strategic planning for upcoming terms.

In addition, an overview of the long-term expertise exchange between environmental champions (as phrased by my dear colleague Ms. Kgomotso Setshedi) of Lahti and South Africa is presented. Since 2002, many dedicated experts have been putting their heads together to solve daunting and complex environmental challenges in their fellow countries. The effects of their labour and inputs are manifold. Sometimes the impact is fast and direct, while sometimes the seeds that are sown only bear fruit after many years. I only hope my humble attempt to showcase these results will give an adequate picture of the hard work and visionary approaches of my predecessors and colleagues.

Capacity building is a long-term commitment and change does not always come easily to men or organisations. In fact, our progress cannot be thoroughly measured with quarterly indicators; the true impact can only be evaluated after several years. Nevertheless, in development cooperation, as in life, we would all benefit from the wisdom of an African proverb, “If you want to go fast, go alone. If you want to go far, go together.”

Anna Aalto

Northern Coordinator, City of Lahti



Purpose of Self-Evaluation

This evaluation was commissioned by the Association of Finnish Local and Regional Authorities (AFLRA). The purpose of the self-evaluation has been jointly agreed in order to benefit both the North-South network of Lahti as well as the whole NSLGC program.

Overview

The Overview provides a report on the main results of the cooperation in South Africa during the years 2002–2014 with an analysis of the overall impact of the cooperation. The target was also to evaluate the impact and added value of the South-South interaction in capacity building. The report on the main results was compiled as a desk study using project documents, annual reports, project overviews and peer reviews. The added value of the South-South interaction to the expertise exchange and capacity building was assessed based on the experiences of the peer review processes conducted in 2013–2014, interviews of the southern colleagues involved in South-to-South exchange and assessment of the shared resources. Recommendations and good practices in South-South interaction was compiled to highlight the results and to guide implementation of North-South-South partnerships.

PART I: Project Management

The aim of PART I was to assess the success of project management processes, especially internal monitoring, in the cooperation after the introduction of southern project administration since 2013. Previously all the project administration was handled in Lahti and therefore new financial administration procedures and internal monitoring conducts were created for the project in 2013. Self-evaluation provides information on how well the internal monitoring procedures were implemented. The internal monitoring procedures were developed further based on the evaluation and best practices from other linkages. This internal monitoring toolkit can benefit also other linkages, especially new local government partnerships that are considering entering into a development cooperation agreement.

PART II: Impact of the Cooperation

The aim of PART II was to evaluate the sustainability of the key pilots initiated in 2013–2014, namely the pilot for Urine-Diverting Dry Toilet (UDDT) Technology for schools in Ho as well as the South African pilots for community-based waste management and source separation of household waste. The key pilots implemented in the southern partner municipalities were evaluated based on sustainability criteria and an exit strategy was created to ensure the long-term sustainability regardless of the cooperation support. The exit strategy tool can benefit also other linkages in the planning of the cooperation activities.

Overview

North-South Cooperation in Lahti Since 2002

The cooperation between City of Lahti in Finland and Rustenburg District Council (now Bojanala Platinum District Municipality) in South Africa was first initiated when officials from City of Lahti visited South Africa exploring possibilities to expand Lahti's environmental network. At the time, this was a new approach to the traditional bilateral cooperation between two countries. However, for City of Lahti, it was a natural progression of the sustainable development principles carried out in Lahti since 1992 based on the United Nations' Agenda 21 Rio Declaration on Environment and Sustainable Development.

In 2002, the cooperation became a part of North South Local Authority Cooperation program and was able to expand activities with assistance of external funding. In 2002, the program started with a three year pilot phase with eight Finnish Local Authorities and their southern partners. Since then, the program has been continued in three-year phases. Lahti and Bojanala Platinum District Municipality were carrying out expertise exchange as a part of the program for 11 years, from 2002 to 2012.

The main long-term development goal of this cooperation has been to strengthen the local environmental administration, more precisely, the promotion of Local Agenda 21, the capacity building of the environmental officials and the improvement of service delivery. Sustainable development has been promoted within the administration as well as to citizens. Technical expertise has been transferred and best practices shared between the partners. Emphasis has been put on mutual learning and reciprocal activities.

In 2013, the cooperation was taken to local level and Lahti signed cooperation agreements with the local municipalities of Rustenburg and Madibeng. Over the years, the interaction with the local municipalities under Bojanala Platinum District Municipality had been increased gradually in order to strengthen the impact of capacity building in service delivery. In fact, the municipal services are under the jurisdiction of the local municipalities while the district's role is to support the capacity building and to coordinate development regionally.

As the focus of the cooperation was shifting increasingly from building up environmental management systems to improving service delivery, it was concluded that greater impact could be achieved by involving the local level directly to the decision-making and planning processes. Due to various administrative restrictions, this meant in practice that the cooperation agreements should be signed with the local municipalities and the district would remain as a supportive stakeholder. In other words, the interaction with the district was continued in an informal manner and they were invited to join the activities when relevant. The district's financial support has also been available to e.g. environmental awareness-raising activities in the local municipalities.

A part from the cooperation in South Africa, Lahti extended its network to Ho Municipality, Ghana, in 2010. This tripartite, North-South-South cooperation has enabled expertise exchange and transfer of technical knowhow also between southern partners. This has proven to be most valuable as approaches and services designed, for example in solid waste management, are often more readily transferrable from one African country to another compared to Western models.

Partners



City of Lahti

Lahti lies in Päijät-Häme Region approximately 100 km north from the capital Helsinki. It is located in the southern end of the Lake Vesijärvi at the Salpausselkä Ridge. The Salpausselkä Ridge, formed by the ice age, divides the landscape in two. In the south are the low-lying, clay-based field and forest areas and, to north of the ridge, the Lakeside Finland begins. Today, Lahti's population has grown to over 100,000, making it the eighth largest city in Finland by population. In addition, Lahti forms the centre of an economic region with 200,000 inhabitants. Lahti region is Finland's fifth largest urban region.

Rustenburg & Madibeng

Rustenburg and Madibeng are local municipalities in North West Province of South Africa. They are a part of the Bojanala Platinum District Municipality which is located at the North-Eastern part of the North West Province and occupies an area of approximately 18,332 km². The area has an important mining industry. The area is especially known for platinum mining. There are also popular tourist destinations in the area, e.g. the Hartbeespoort Dam area, Sun City and game parks. Rustenburg LM has a population of approximately 550,000 inhabitants and Madibeng around 480,000 inhabitants.



Ho Municipal Assembly

Ho Municipality is located in southeast of Ghana. The City of Ho is the regional capital of Volta Region. In 2010, the population of Ho Municipality was estimated at 240,000 inhabitants and the City of Ho at 80,000. Agriculture is the basis of the Ho Municipality's economy. It employs about 70 per cent of the economically active labour force. Nearly every household in the municipality is engaged in small scale farming or other agricultural related activity.

Chart 1. Partners

Drivers for Cooperation

One key question to contemplate when evaluating the impact of the cooperation is what added value the North-South colleague-to-colleague interaction brings to the development of municipal service delivery. The fact of the matter is that when implementing a new type of service model or when piloting a new technology, a continuous support from a colleague with practical expertise can be invaluable. Furthermore, a long-term

confidential relationship and open dialogue between experts from different backgrounds is a source of new insights and innovations that can unlock hidden organisational barriers or deficiencies in service models, contracts, technological design and so forth. Collaborative cooperation methods such as peer reviews can facilitate these processes as shown in various examples in this document.

In practise, the motivations for cooperation vary from personal desires for building individual competences to organisational interests to support strategic development aims. Although, the main purpose is of course to support long-term organisational development of the local government, it is worthy to note that an honest and effective colleague-to-colleague interaction requires a personal motivation as well. The personal and organisational interest need not to be in competitions as capacity building of individuals is a prerequisite for capacity building of an organisation. As long as planning and implementation is guided by strategic aims and long-term sustainability considerations, there should not be any opposition for individual empowerment in the course of the process.

Cooperation Drivers in Lahti

In Lahti administration, the cooperation has increased capacity and competences in global networking, international liaisons and project administration. The gained competence has been capitalised by Lahti Region Environmental Services, e.g. in taking part of various EU-funded networking projects over the years. International connections and collaboration provide opportunities to implement the strategic objectives of the Lahti Strategy 2025, such as enhancing city's profile as an internationally renowned environmentally focused city and a strong centre for environmental expertise.

Comparing the southern environmental protection policy with North-European one, assessing the prevailing status of the environment, detecting the future risks, surveying the existing data and reviewing the environmental management systems and solutions give broad perspectives to develop the sustainability of the Northern society. Attending the cooperation activities has given the officials new perspectives and ideas to improve their own work. The growing professional competence ultimately leads to improved service delivery and more effective processes in Lahti as well. In fact, Lahti has learned e.g. from the South African integrated development planning process and from the African community driven approach towards the environmental issues and activities.

Moreover, the cooperation can open doors and create connections for the Cleantech sector as well as enable regional development and research organisations, such as Lahti University of Applied Sciences and Lahti Region Development LADEC Ltd, to gain knowhow on how to operate on the emerging Cleantech markets. The opportunity to build relations and familiarize with the local conditions facilitates gaining access to the African markets. For example, as a result of the connections created previously through the cooperation, a high-level delegation from the South African Ministry of Trade and Industry visited Lahti in October 2011 and where introduced to the Finnish Cleantech Sector knowhow and companies.



Chart 2. Drivers of the cooperation in Lahti

Through local government cooperation, Lahti University of Applied Sciences has also created a network in the field of higher education to South Africa. This interaction has been extended to other countries in Southern Africa. In 2013-2015, LAMK is coordinating a North-South-South Higher Education project, Fanhees 3, with partners from North-West University (South Africa), University of Botswana (Botswana), Helsinki Metropolia University of Applied Sciences, Polytechnic of Namibia (Namibia), HAMK University of Applied Sciences. This project supports teacher and student mobility and enables few environmental engineering students from Lahti to take part in international student exchange annually.

Environmental technology students in Lahti have also been given the opportunity to do their three month work placement in the environmental administration of the African partner municipalities. A part from technical know-how, the work placement offers a good opportunity to develop presentation, negotiation and project management skills as successful implementation of activities requires collaboration with multiple stakeholders. All in all, work placement in Ghana or South Africa is a valuable opportunity to improve language, multicultural networking and project management competences.

Cooperation Drivers in Rustenburg & Madibeng

The local government sector in South Africa has undergone many changes after democracy was achieved in 1994. Municipal organisations are quite new, they have a lot of young officials, new posts are created frequently and service delivery levels vary considerably from one area to another within the municipalities. Growing population and migrant workforce, especially in the mining areas, challenge the expansion of service delivery. The development of effective management and monitoring processes within the municipal organisation as well as the capacity building of the young, inexperienced officials are often needed more than monetary resources to meet the growing demands for service delivery. In these circumstances, a cooperation with a focus on mutual learning and competence building can go a long way. Still, also the small capital injections from external project funding can enable the officials to pilot approaches and support

development activities that would otherwise be delayed by slow resource mobilisation and political interference.

Overall, in the municipal sector of South Africa, there is a great demand for developing structures for water management (e.g. leakage minimization, waste water treatment and water conservation) and solid waste management (e.g. source separation, material recycling and waste-to-energy). Cooperation has great potential in identifying suitable solutions and technologies for existing demands. For example, source separation of household waste has an established tradition in Lahti and it has been invaluable for the southern colleagues to see the source separation systems in place and to be able to discuss the particulars of the system with the northern colleagues prior to own implementation.



Chart 3. Drivers of the cooperation in South Africa

All in all, the cooperation activities are aligned with the existing strategies and programs of Rustenburg and Madibeng. Cooperation supports the implementation of e.g. Integrated Waste Management Plans (IWMPs), Water Conservation and Demand Management Strategies as well as the Rustenburg Climate Change Management Plan and Environmental Management System (EMS) along with the overall Integrated Development Plans (IDPs) that are the key strategic documents guiding the priorities of the cooperation. The strategic plans are often extensive and designed in a process lead by external consultants. However, they often give little guidance on how to implement and monitor the planned systems in practice. This is where north-south interaction comes in with practical examples and tools as well as experienced colleagues to assist in overcoming barriers and making the plans a reality.

Cooperation Drivers in Ho

The cooperation activities between Lahti and Ho have been selected according to the development needs of Ho. Planned activities follow the Medium Term Development Plan which is the blueprint that directs and guides the development of the Ghanaian municipalities. In line with the overall goal of improving the living standard of the people in the municipality through resource mobilization, the plan is expected to guide the municipality in tapping and maximizing its socio-economic potentials for development. Although the cooperation has focused on development of sanitation and waste management services, the key strategic priorities of poverty reduction, increase of agricultural output and private-sector capacity building are forming the basis for all cooperation approaches.

The service delivery in sanitation and solid waste management in Ho is lacking behind the country standards. In Ho, only the population living in the main Ho Township area has an access to public refuse collection. The rural areas have no waste services and thus the domestic waste is thrown in the immediate surroundings of the houses, burned or buried which all occurs also in the town area. Also the facilities for waste disposal are inadequate resulting in the indiscriminate disposal of waste causing contamination of the environment and especially contamination of the water resources. The final disposal sites are not safe for the humans and environment. Fortunately, the ongoing Ghana Urban Management Pilot Project (GUMPP) is investing in the construction of a landfill site for Ho which is expected to be finalised by 2016.

There is also a real necessity for developing sanitation in Ho. A state of sanitation study made in 2012 as a part of the revision process of Municipal Environmental Sanitation Strategy and Action Plan (MESSAP) reveals that the number of private toilets in Ho Municipality is 6346 while the estimated population was approximately 284 000. Majority uses public latrines, but about half of the zonal councils do not have any public latrines. All in all, there is a long way to go to meet the 70 per cent target for sanitation coverage by 2015 (derived from the national aim to meet the Millennium Development Goal target). To address the issue, Community-Led Total Sanitation (CLTS) program has been initiated nationally in Ghana to discourage open defecation and to encourage toilet building and ownership in communities.

The competence building oriented North-South cooperation has a clear role and purpose along-side the capital intensive large-scale investments projects, such as GUMPP, and the nation-wide community outreach-programs, such as CLTS. The new engineered landfill site requires development of municipal monitoring, procurement and management processes which can be greatly facilitated by expertise exchange and tailored training from colleagues and peers. Likewise, the CLTS is providing the means and resources for the officials to handle consistent on-site training on sanitation issues in all communities, but it fails to deliver technical knowhow and capacity building on locally suitable toilet models. The ability to complement existing funding programs with intensive, long-term capacity building and co-created approaches is a key benefit of the north-south interaction. At its best, it is enabling Ho Municipality to reap maximum benefit from the external inputs and encourages active local engagement in the planning processes, to allocate the limited resources in the most effective way possible.



Chart 4. Drivers of the cooperation in Ho

The cooperation also plays a role in capacitating the municipal officials in interdepartmental project management, communication and collaboration. As a result of the decentralisation process in Ghana, various functional areas of government were fused at the subnational and local level. In practise, the decentralisation of government power, roles, functions and responsibility to local government institutions has meant that regional ministries that were formerly led from the national-level have been integrated into the Metropolitan, Municipal or District Assembly structures.

In Ho Municipal Assembly, there are 11 decentralised departments that have been re-allocated from the mother ministries to the Assembly. However, the integration process is still challenging and the decentralised departments often continue to look up to their mother ministries for policy implementation due to e.g. convention, resources and the lack of clear definitions of roles and functions. Also, the fact that the decentralised departments are located all over the town adjoining the regional ministries rather than the Assembly causes practical challenges to integration and interdepartmental communication. The cross-sectorial approach of the cooperation activities and pilots is enforcing the collaboration between departments and is supporting the creation of effective collaboration and communication practices within the municipal administration.

Results of the Cooperation

Results of the past cooperation terms starting from 2002 are outlined here with emphasis on long-term development paths instead of individual events or actions. The intention is to uncover the impact created through interaction and activities over the years. All in all, the focus on a single development aspect, the environmental administration, and the long-term involvement of partners have increased the effectiveness of the cooperation. The partners have been able to accumulate knowledge on each other's working methods and operations over the years through long-term personal contacts. This decreases cultural miscommunication and facilitates effective planning and implementing activities.

Peer Review Tool

Due to the strategic importance placed on local involvement and capacity building, the participatory cooperation approaches have been emphasized. One of the most used tools of colleague-to-colleague interaction in has been the peer review method. Peer review basically means that the colleagues from partner municipalities assess and evaluate a certain municipal service delivery process or management system in order to provide their input and recommendations for developing the system or to solving specific challenges. The process commonly includes interviews with municipal officials and relevant stakeholders, site visits and observations of service delivery in practice as well as reviews of management and monitoring documents. It is a mutual learning process that gives insights for both the reviewers and the reviewed officials.

Indeed, seeing our systems through someone else's eyes can help us unravel how our processes work and why do they work in the way they do. As someone has said, "Being an innovator is not just about solving problems, it is about solving problems no one else sees." Well, I claim that this has been a great benefit of the peer review approach. An outside perspective can unlock challenges that are embedded in the organizational context. It can reveal the tacit, unspoken practices that are hindering us from reaching our goals. It makes us question the practices we would normally take as given.

On the other hand, a part from capacity building, the peer review process also benefits the planning processes of the cooperation. With good insight and sensitivity to local policies and development barriers, it is possible to integrate factors such as sustainability issues, risk management and stakeholder involvement more effectively to the project plans. All in all, the impact of the peer review can be seen from all of the highlights presented here.

Highlights in the Development of Environmental Management

Looking back to the beginning of the cooperation in 2002, the first priority has been to support creation of a functional environmental administration in Bojanala Platinum District Municipality and then to support building its capacity. With the strategic importance of tourism for the district, there was an increasing pressure to effectively manage environmental challenges, e.g. the impacts of the mining industry. Therefore the development of an Environmental Management System (EMS) for of Bojanala Platinum District Municipality was seen as a necessary first step.

EMS was built in BPDM with feedback and support from Lahti. Training program concerning EMS was implemented in Bojanala Platinum in 2003-2004 and the progress took on from there with continuous

colleague-to-colleague interaction. EMS assists in developing a dialogue with the surrounding industry. It also provides a framework for looking at the internal functions of each municipal directorate on how to collectively take responsibility on saving scarce resources.

In Bojanala Platinum District Municipality, the EMS implementation process was completed by June 2009 and the environmental management work was elevated onto a level where it is part of the everyday performance of each Directorate. From the district level, the systems are also brought gradually to local level as the district capacitates the local municipalities. Overall, the quality and extend of baseline information gathering and strategic planning is currently at an impressive level, for example in Rustenburg which can be seen, e.g. from chart 5.

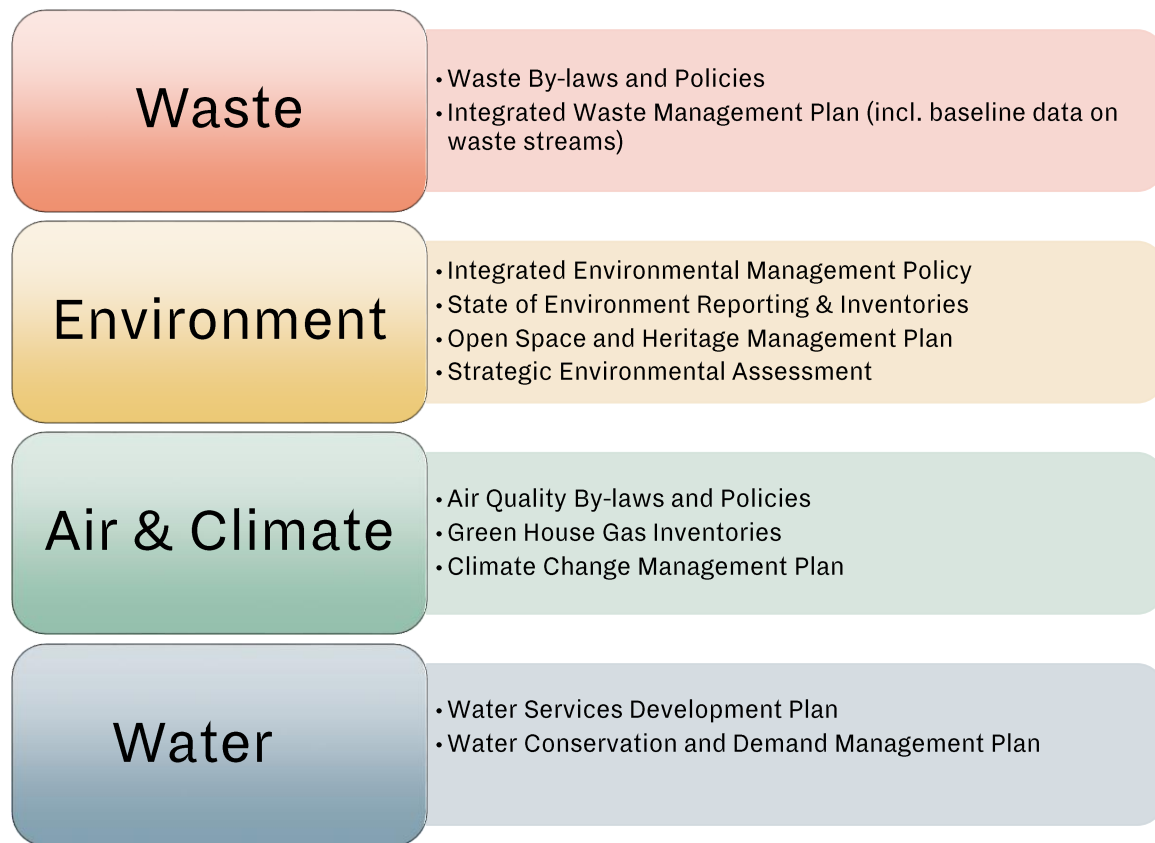


Chart 5. Overview of Key Environmental Management Documentation in Rustenburg

An important part of the cooperation strategy has been capacitating and supporting the administration through expertise exchange and peer reviews to plan and implement the new policies and by-laws, such as Environmental Policy and Air Quality Management Policy. This helps in involving and capacitating the officials in the environmental work and builds environmental management skills in the local administration. The aim is not thus to bring readymade solutions and technologies from North to South, but to encourage and facilitate the building of environmental management that is adapted to local needs. When the local administration is strongly involved, the effectiveness of the cooperation is considerably higher with better long-term results.

Cooperation has also had a wider effect on the development of environmental management in the region. The interaction between Lahti and Bojanala Platinum District Municipality was an initial lead for the development project between Finnish Environment Institute and North West Province (2002-2008). The purpose of the project was to introduce correct environmental considerations into the integrated development planning and implementation at the province, district and local levels. The results included a provincial environmental management system, a provincial spatial development plan, adequate operational capacity of the public administration and successful implementation of a number of local pilot projects. The interaction between Finnish Environment Institute and North West Province continued also in the “Support to Magaliesberg Biosphere Initiative” -project in 2010-2012.

Highlights in Environmental Awareness

Environmental awareness-raising has been an important part of the cooperation throughout the years as it supports two of the long-term general goals of the cooperation:

- Raising awareness in the administration on the importance of environmental protection, sustainable development as well as the mitigation and adaptation to global climate change in North and South
- Increasing the awareness and involvement of citizens about environmental issues through Local Agenda 21-activities implemented by local governments in North and South

One of the key activities related to environmental awareness has been Environmental Awareness Week which has been held in Lahti since 1997 and was adopted to Bojanala Platinum District Municipality in 2003. The aim of Environmental Awareness Week is to bring together all the relevant stakeholders, local municipalities, government departments and surrounding industries to jointly address environmental matters and concerns in the area of Bojanala Platinum and Lahti. The officials from both municipalities have learned from one another by taking part in each other's Environmental Awareness Week celebrations.

Local Agenda 21

In Rio de Janeiro in 1992, it was agreed that the protection of the environment and social and economic development are fundamental to sustainable development, based on Rio Principles. To achieve such development, the global program, Agenda 21, was developed. Agenda 21's chapter 28 defined the role and tasks of local governments, and the aim in it was to create own Local Agenda 21 for every local community in an collaborative effort between the habitants and local organizations.

Local Agenda 21 (LA21) means implementing sustainable development in local level. It means that local actors like authorities, schools, NGOs and citizens commit themselves to diminish their environmental effects through increasing awareness, changing consumption habits and lifestyles, diminishing energy and water consumption and the amount of waste generation, and increasing recycling. In other words, LA21 is local level forum for sustainable development.

During the event in Bojanala, environmental issues and messages are conveyed to the public through a week long exhibition, school competitions and an environmental road show. The purpose of the road show is to reach rural communities of the district and to share information regarding to the theme of the year as well as to provide an opportunity for the communities to voice their environmental concerns. During the roadshow, an Environmental Buss of the district travels to the communities and participates in the Environmental Week Celebrations organized by each municipality.

Environmental Awareness Week in Bojanala was established as a yearly event aligned to the World Environment Day (5th of June) theme which forms a part of the United Nations Environmental Programme (UNEP) and which the South African Department of Environmental Affairs and Tourism also adheres to. The first Environmental Week of Bojanala was held in 2003 with the theme “No Water No Life” focusing on water and water pollution. In 2004, the event was co-organised with local mines with a slogan of “Clean Air Better Life”. The 2005 theme was “Waste Not” and the theme of both 2006 and 2007 was “Kick it to the Bin” that focused on the environmental management of the 2010 Football World Cup in South Africa. Currently, the annual theme is aligned with the UNEP theme of the year.



Picture 1. Environmental week posters 2003-2005



Picture 2. Environmental week posters 2006 & 2008

A part from Environmental Awareness Week, the expertise exchange has resulted in the adoption of the Eco-club and Eco-camp activities in Bojanala Platinum District Municipality as a part of the Local Agenda 21 approach. The Eco-club activities were started in 2006 based on the concept of Lahti's Environmental Forums. Over 180 Eco-clubs were trained and registered with the Environmental Unit of Bojanala. The clubs are active in schools and communities engaging in various voluntary activities in their local area. The clubs compete for annual Bojanala Environmental Award and can take part in the Eco-camps where they have been capacitated with environmental education toolkits developed jointly in the cooperation.

Highlights in Water Protection

From the national perspective, the water sector of South Africa faces significant challenges. South Africa is a water-scarce country battling rising demand together with lacking and aging infrastructure. Country's available freshwater resources are already almost fully-utilised and under stress. At the projected population growth and economic development rates, it is unlikely that the projected demand on water resources in South Africa will be sustainable. Water is increasingly becoming the limiting resource and supply presents a major restriction to the future socio-economic development of the country, in terms of both quantity and quality. At present many water resources are polluted by industrial effluents, domestic and commercial sewage, acid mine drainage, agricultural runoff and litter.

From current projections, South Africa's water demand will outstrip available supply between 2025 and 2030 without better management. To avoid this crisis, the South African government had allocated a sum of R75 billion (over 7 billion euros) for 'water infrastructure, quality management, resource planning and support to local government' for the period of 2012-2015. Investments are directed to, for example, upgrading the water supply system and addressing leakage problems. According to Department of Water Affairs, in some areas up to 41 per cent of the water being supplied is lost before it reaches the user.

Along the lines of national priorities, the partnership between Lahti and Bojanala Platinum District initially started with water management issues as well. Development of water conservation and management has been a focus of the cooperation ever since through activities such as rehabilitation of Bospoort and Hartbeespoort Dams as well as water monitoring and technical support.

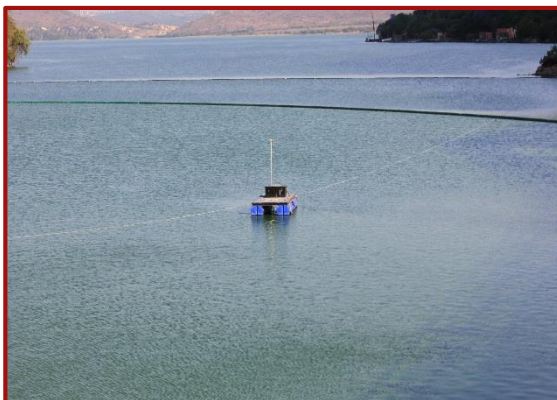
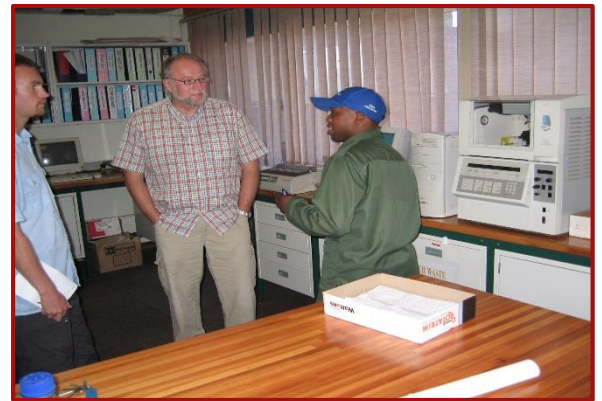


Peer review uncovers gaps in monitoring capacity

Water monitoring capacity upgrade was recommended in the peer review of water management in Bojanala conducted in 2006 to improve the water monitoring capacity in Bojanala and to help prevent health risks and pollution of water resources in rural areas.

Portable monitoring devices provided along with training

Relevant officials in the rural local municipalities (Moses Kotane, Moretele and Kgetleng rivier) were trained on the use of the portable monitoring devices. Four devices were provided to assist in insitu water monitoring capacity in rural areas of the district.



Continuous monitoring data to combat the eutrophication of Hartbeespoort

In 2009, an advanced automatic monitoring station was donated from Lahti to Hartbeespoort Dam (Madibeng). The station was installed with the assistance of three Environmental Engineering students from Lahti University of Applied Sciences.

Chart 6. Highlights of upgrading water monitoring capacity in Bojanala



Peer reviews provide a solid basis for planning the cooperation approaches

A peer review on BPDM water management administration, policy and practices was conducted by the officials from the City of Lahti, Lahti Region Environmental Service in October 2006. The review provided feedback on surface and groundwater protection in a format of SWOT analysis and recommendation were made on e.g. on eutrophication and pollution control, development of monitoring and laboratory services as well as communication and dissemination

Stakeholder involvement and information dissemination are needed for effective program implementation

North-South water symposiums have brought together the stakeholders and key role players to discuss and share information on water conservation and lake rehabilitation. These symposiums have been organised in 2006 in Bojanala and in 2010 in Lahti with participation from local municipalities, private sector, NGOs, community representatives and the Association of Finnish Local and Regional Authorities.



Nutrient loading and pollution control begin with baseline information of water quality

Sampling and hydrological observations of the severely eutrophicated Bospoort and Hartbeespoort have been carried out jointly by officials from Lahti and Bojanala to detect pollution sources and determine the extent of external loading. Furthermore, in 2009, students from Lahti University of Applied Sciences were assisting the insitu sampling to uncover loading sources of Hartbeespoort and Bospoort dams.

Chart 7. Expertise exchange and colleague-to-colleague interaction the key to success

A true highligh of Lahti-Bojanala cooperation has been the rehabilitation process at the severely eutrophicated Hartbeespoort Dam Lake. Hartbeespoort Dam is a lake of exceptional scenic beauty and the sole source of drinking water in Madibeng. However, the dam lake is heavily overloaded. Since the 1970s it has suffered from increasing eutrophication problems and, with a current surface load of 10 g P/m²/a and over. In fact, according to the traditional limnological models, it falls in the category of hypertrophic lakes. In 2007, the first phase of Hartbeespoort Dam Integrated Biological Remediation Program (Harties Metsi a Me) started with the main objective of relieving the nutrient loading of the dam. Throughout the first phase, the Harties Metsi a Me –team from Department of Water Affairs, Rand Water and others were able to assess the

results of the Lake Vesijärvi biological rehabilitation programs and to interact with the colleagues from Lahti in the course of planning and implementing their own integrated approach. Most notably, the expertise exchange was led by the former northern coordinator, Mr. Juha Keto, who is one of the key pioneers of the Lake Vesijärvi rehabilitation.

The overall goal of Harties Metsi a Me is to minimize both the external and internal nutrient loading of the dam in order to recover the disturbed ecosystem and to balance it at a lower trophic levels thus suppressing cyanobacteria, excessive hyacinth growth and relieving numerous nuisances of eutrophication and limitations in water uses. In comparison with other alternative dam remediation measures, it is sustainable in a long term and a cost-effective approach offering also job creation; a fact that carries great weight and importance for the given socio-economic conditions in South Africa. The Harties Metsi a Me has been a debated, but undeniably effective program that has created a lot of interest nationally and regionally. Considering that eutrophication is one of the main challenges that South Africa's water resources management is faced with, this program can play a great national role in the development of South Africa's eutrophication abatement strategy. Furthermore, the program is interesting pilot even on international level as a bioremediation undertaking in subtropical climate conditions.

The most inspiring aspect is that the South African team led by Department of Water Affairs has managed to take the lessons from Lahti rehabilitation programs and to take them a one or two steps further. Dealing with the artificial lake environment and subtropical climate have demanded innovative approaches. For example, in the conditions of the Hartbeespoort dam, a more significant quantity of the nutrient ends up in the sediments emphasizing the importance of sediment management. Similarly, the shorelines vary unnaturally in the artificial lake which complicates wetland-based rehabilitation and ecosystem management. The excessive shoreline development is also hindering the wetland creation. Luckily, a solution was found in a form of floating wetlands which have had a major effect in rehabilitation of the ecosystem and foodwebs of the lake. As in Vesijärvi, the ultimate goal is to enable a natural foodweb to control the nutrient loading and to recover the natural values of the area which is also a key issue due to the vast tourism sector of the Hartbeespoort area.

In Lahti, we all wish good luck for the second phase of Harties Metsi a Me and are certain to keep an eye on the future progress at Hartbeespoort as well as the potential multiplying effect of the program. To quote Mr Keto: "The Harties Metsi a Me Business Plan is a holistic, ambitious and innovative approach which is also limnologically sound. It addresses historical, current and future pollution dealing not only with the dam itself, but also with the dam's catchment and beyond. It offers a sustainable and comprehensive philosophy of a bigger picture for meeting the challenges of the global change. It is nationally and transnationally important and interesting, as it is also the pilot biomanipulation project in South Africa."



Floating wetlands increase overall biodiversity

From the point of view of ecological lake management, the scale of shoreline rehabilitation and construction of floating wetlands is globally significant, especially as it deals with a highly regulated dam which is also under a great pressure to sustain economic growth and development.

Information, Knowledge and Communication Centre

The communication strategy is focusing on a learning experience that is based on live demonstrations and inter-phasing knowledge hubs on water use efficiency, rainwater harvesting, retention of surface water, waste minimization and re-use, vermiculture, organic debris and increase of organic material and moisture in soil.



Biological remediation -management fishing

The removed bottom-feeding fish have allowed the change in the fish population structure that has already shown to have improved conditions considerably in terms of increased zooplankton which would further suppress and control the algal growth within the dam.

Algae and hyacinth biomass harvesting, debris removal and treatment

During the first phase, altogether 32 000 m3 of algal scum, 65 000 m3 of hyacinths and 2 000 tons of debris were removed from the dam, recycled or turned to compost which was reused for shoreline remediation and floating wetlands.



Integrated Monitoring

Integrated Monitoring Program (IMP) is designed to provide data required for observing the eutrophication and for dealing with mass balances in specific runoff patterns and climate conditions.

Chart 8. Pioneering approaches of the Harties Metsi a Me –program

Highlights in Waste Management

South African National Waste Act of 2008 encourages all municipalities to implement waste separation at source. Few big metro councils are currently piloting household recycling, but many smaller municipalities are struggling due to failing infrastructure and lack of adequate waste management practices. Illegal dumping is a continuous challenge that needs to be addressed in a holistic manner. National Waste Management Strategy that was approved in November 2011 is an important milestone in the process of implementing the Waste Act and in establishing an integrated approach to waste management across the government and wider society. The strategy promotes recycling, material re-use and separation at source. It also aims to improve waste service delivery and landfill management.

As one of the host cities of 2010 FIFA World Cup, Rustenburg was faced with a growing pressure to improve the waste management services. The six matches at Royal Bafokeng Sports Palace and the fan parks were bound to attract a large number of visitors to the area and generate a significant peak in waste volumes that the waste unit of the municipality is obliged to manage and dispose of. Cooperation tackled the issue of environmental management of mass-events in collaboration with Helsinki University in 2005. Eco-guide concept used at the annual Lahti Ski Games was introduced through a training program to Bojanala officials and later implemented in the FIFA World Cup. Furthermore, waste minimization measures and recycling structures were co-designed for the event.

With the incentive from being selected as one of the hosts of the FIFA World Cup 2010, Royal Bafokeng Nation created a comprehensive waste management plan for the entire area based on the study visits and lessons learned from Lahti. Royal Bafokeng Nation's tribal land extends to 29 rural villages within the jurisdiction of the Rustenburg local municipality. In 2011, a two-bag waste separation system was introduced, making Bafokeng the first and only rural area in South Africa to separate waste at source. Households separate recyclables to a clear bag and landfill waste to a black bag which are both collected in the same vehicle in different compartments.

The focal point of the plan was job creation and waste minimization. This was implemented through small business development and recycling. Individuals from the community of Bafokeng were trained to become waste contractors to service all of the Bafokeng households. Each small waste collection business employs 14 litter pickers who pick up waste from each collection point and the surrounding areas which has visually made a great difference in the cleanliness of the environment in Bafokeng. Based on the findings of the 2010 peer review, the full-scale service with street cleaning offers high employment benefits as well as a clean environment and neighbourhoods. Overall, the implementation of the two-bag collection system was done in an impressively fast pace and in a well-planned manner coupled with awareness-raising and community outreach programs.

A part from the two-bag separation system, Royal Bafokeng Administration has also started a pilot with deep waste collection recycling points based on experiences and contacts from Finland. This same approach is also included in the strategic waste management development plans of Rustenburg local municipality as the deep waste collection is found to be space-saving, modern and convenient to use in subtropical climates.



Chart 9. Waste services in Royal Bafokeng

The FIFA World Cup 2010 also encouraged Rustenburg to raise its profile as a clean, well-managed world-class city which has created a raising demand for the development of waste collection services and for tackling the illegal dumping challenges. Expertise exchange with Lahti since 2006 has provided capacity building and possibility to co-design practical solutions for source separation and recycling approaches. All in all, Rustenburg has been quite successful in attaining national funding through Municipal Infrastructure Grants and has been able to move forward with pioneering new structures. Due to the national funding, Rustenburg is also now one of the country's key municipalities that are followed regarding the waste management service development. A lot has been done, but a lot is still in the pipeline and challenges are various. Please find more concerning recent development from PART II of the document.



From scavenging to separation at source

Overflowing Townlands landfill is to be decommissioned in 2015. New Waterval landfill will have appropriate Material Recovery Facilities to avoid the unsafe and ineffective scavenging.

Waste depot invites the community to come and learn about recycling

New Waste Depot headquarters include substantial educational facilities for community outreach.



Effective waste collection is the key in battling illegal dumping

Waste collection services are extended to new communities. Even informal settlements are targeted with community-based recycling groups.

Waterval landfill integrated with state of the art material recovery facilities

New Waterval landfill is opened in 2015. The landfill is equipped with Material Recovery Facilities, educational centre, public drop-off centre and composting facility.



Chart 10. Recent development in the waste service development in Rustenburg

South-South Interaction

One of the special characteristic of the North-South partnership of Lahti, is the fact that we have multiple partners in Africa. As indicated earlier, the cooperation was extended to Ghana in 2010 to continue the ecological sanitation project started by Järvenpää-Ho cooperation. Also since 2013, the cooperation in South-Africa has been carried out with two local municipalities, Rustenburg and Madibeng as opposed to the earlier partnership with the district municipality of Bojanala Platinum. Fortunately, the expansion of the cooperation has not meant three-times more administrative work and reporting with three individual implementation plans and activities. In fact, the partnerships have been very mutually supporting, especially regarding the implementation of activities.

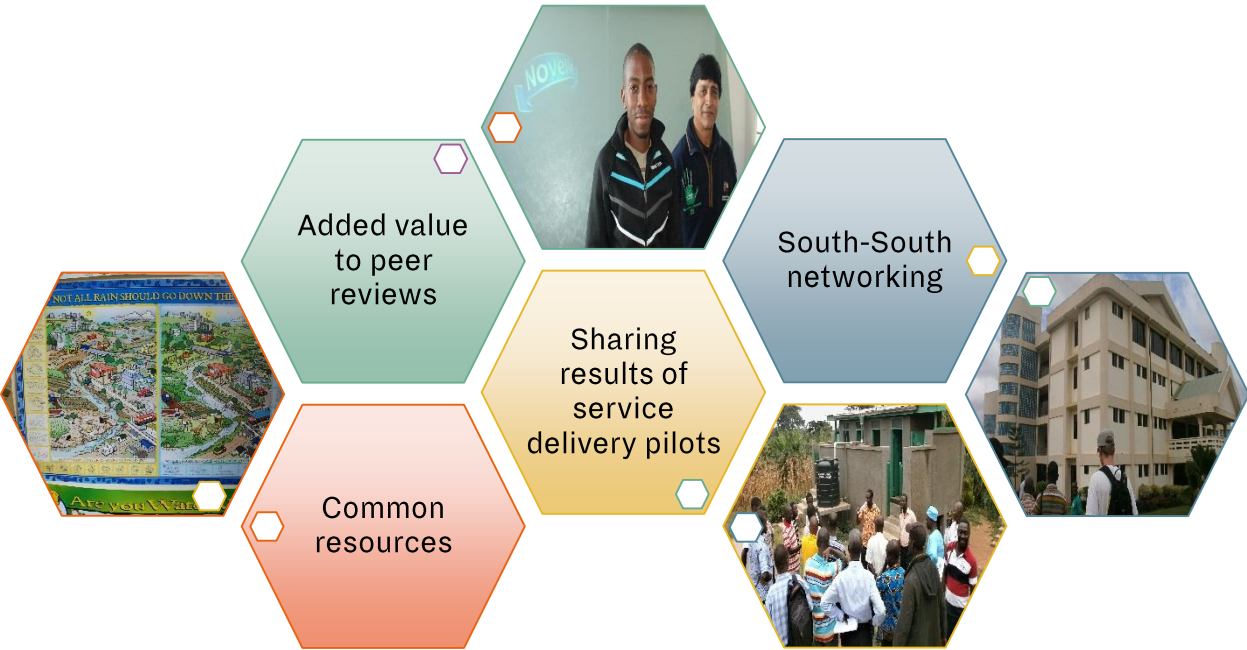


Chart 11. Benefits of the North-South-South Cooperation

The interaction between the southern partners, the South-South cooperation, brings a whole new range of expertise exchange to the table. We all look at the management systems from our own perspective, based on our own experiences and our common conducts. By bringing additional perspectives to the discussion, it is possible to find a more thorough understanding of the situation and to discover more comprehensive set of solutions.

As the economic and socio-cultural context is often more corresponding in southern municipalities compared to the Finnish one, the solutions designed and practiced in South-Africa can many times be more readily applicable to Ghana and vice versa. There is for example many community-based recycling and waste management initiatives in South Africa that Ho Municipality can learn from and adapt to their area. On the other hand, our South African partners are currently assessing the possibilities for starting dry sanitation development as a part of the water demand minimization strategies based on the lessons learned in Ghana

and Finland. Furthermore, promotion of small-scale composting has been started by all partners and information sharing can greatly assist every partner's promotion work.

I am not saying, that coordination of four partner North-South-South cooperation does not have its challenges from time to time, but as long as the objectives of all partners are well-aligned, the benefits of increased colleague-to-colleague interaction in innovation and development process significantly outweigh the drawback of additional administration work.

Case example – Developing Sustainability of UDDT pilot for Schools in Ho

One of the highlights of south-south interaction in the cooperation period 2013-2014, has definitely been a peer review of the school DT pilot in Ghana conducted in November 2013 which demonstrates many of the key benefits of the peer review method. The aim of the review was, first of all, to provide assistance to the colleagues in Ho in securing long-term sustainability of the dry toilet pilot. Input was given on how to ensure proper facility management of dry toilets in an institutional environment (e.g. school). Secondly, recommendations were made to assist in development of municipal support structures provided by the Environmental Health Unit, Municipal Engineers, Municipal Education Office and Agricultural Extension Unit. Also coordination and communication between the different units supporting the dry toilet pilot was looked into.

The peer review included site visits and interviews with School Health Committees, beneficiaries and municipal officials. The review was led by ecological sanitation expert and co-designer of the first dry toilet in Ho, Ms. Elina Järvelä and the peer review team was formed by officials from partner municipalities, Ms. Riikka Mäyränpää from Lahti, Ms. Kelebogile Sekgetho from Rustenburg as well as Mr. Given Maluleke and Mr. Freddy Shabangu from Madibeng.

The review resulted in vivid dialogue between partners on sustainability aspects of the cooperation supported pilots as well as many tangible recommendations - many of which have been implemented in 2014. Most notably feedback from South African colleagues influenced a consolidation of the management structures and responsibilities of each partner. Facility management plans and contracts were finalized in a joint planning process in 2014 based on feedback and recommendations made in the peer review. Also, the entire management cycle of the institutional dry toilet program from introduction to the school to the use of end products has now been documented with emphasis on municipal officials' roles and responsibilities. From the organizational point of view, one of the main findings was that it is necessary to ensure that same partner is both responsible for the maintenance and benefitting from the end product directly.

Furthermore, feedback and ideas from the Awareness and Education Officer of Water and Sanitation Unit of Rustenburg resulted in a radio talk show campaign that has notably increased awareness and interest of the public in acquiring a dry toilet for their households. In turn, Finnish colleagues brought their technical expertise to solve some minor design defects related to e.g. corrosion of metal piping and inappropriate girls' urinal design.

In the peer review report and process, the importance of official agreements, establishment of organizational memory, systematic stakeholder involvement and communication were emphasized along with technical sustainability and strong response mechanisms for solving problems. Furthermore, a more profound understanding of the motives of beneficiaries and stakeholders was achieved during the interactive process which assisted planning the expansion of the pilot. Finally, the reviewers themselves got

the chance to observe and evaluate the technology to assess suitability for their own conditions. Based on the assessment and expertise exchange, a dry sanitation program for informal settlements have been initiated in Rustenburg to support their water conservation and demand management strategy.

All in all, the issue of sustainability of the institutional dry toilet program was looked at from various angles in an honest, thorough dialogue with local experts, officials and stakeholders. Sustainability of the results is a key issue in all development cooperation and peer review process with experts from different fields and backgrounds provided wide perspectives to creating sustainability strategies. This approach is recommendable in the future pilots as well.

*REPORT: PEER REVIEW VISIT TO HO MUNICIPALITY, GHANA
17.11. -27.11.2013
compiled by Elina Järvelä*



For more information, check out the peer review report available from the project website

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Part I: Project Management



Introduction

City of Lahti has been part of North South Local Government Cooperation program since 2002. In 2002-2014, the program has been coordinated by Association of Finnish Local and Regional Authorities and funded by Ministry for Foreign Affairs of Finland. Through the program, Lahti and its African partner municipalities have received funding for development activities in the field of environmental administration. The cooperation is based on colleague-to-colleague interaction and mutual learning. Best practices are shared through peer reviews, trainings, exchange visits and benchmarking while research pilots and studies are conducted to find new solutions for identified challenges. From September 2014 onwards, North-South cooperation in Lahti is coordinated by Lahti University of Applied Sciences.

At the moment, Lahti has local government partners in South Africa and Ghana. In South Africa, Lahti is co-operating with Rustenburg and Madibeng local municipalities that are situated approximately 100 kilometres from Johannesburg in North West Province. The area is known as a hub of tourism and mining industry, especially platinum mining. In Ghana, Lahti has partnered with the capital of Volta Region, Ho municipality. The economy of Ho is highly dependent on small-scale agriculture.

The purpose of this document is to gather the experiences from the latest cooperation period, 2013-2014, in terms of project management and impact of cooperation. The PART I of the self-evaluation focuses on the lessons learned concerning project management, while the impact of the activities is evaluated in the PART II of the document. In terms of project management, the period of 2013-2014 has been eventful and transformational. A lot has been learned, most of it by trial-and-error. This document hopes to reflect this learning process and to capture the essential lessons for future reference.

Even though Lahti has been involved in the North South Local Government Cooperation (NSLGC) program over 10 years, the project management practices had to be largely planned anew for the 2013-2014 period. First and foremost, this was due to new program guidelines that outlined a number of new requirements for the project administration. Secondly, as the southern partners committed to fund the required 10 per cent of the project budget, it was agreed that they would also be allocated their own budget from the project funding. As the project funding was now partly managed in South, this brought on new demands for project management in South, such as external audit. Furthermore, the project was brought to local level in South Africa and the partnership transferred from Bojanala Platinum District Municipality to Rustenburg and Madibeng local municipalities. These two new partners needed to be capacitated in NSLGC project's management procedures.

A project manual was made for the southern partners of Lahti to guide the project management on a practical level and to outline all new program guidelines. The manual was completed after the finalization of the program-level guidelines in December 2013. Related training workshops were held with all southern partners during November 2013. The internal monitoring guidelines outlined in the manual were implemented in 2014. The internal monitoring procedures of the Lahti-Rustenburg-Madibeng-Ho partnership have been created to oversee the use of funds and implementation of activity plans in South. The aim is to ensure the alignment with program guidelines and timely delivery of agreed results.

In the course of 2014, the implementation of the internal monitoring guidelines has been reviewed and results are reported in this document. In addition, recommendations are made on the development of the

internal monitoring are project management in the Lahti linkage. The recommendations made are based on joint discussions with southern partners and observations on the best practices and challenges.

A part from the internal monitoring review, the project management processes have been also reflected against the best practices of peer projects. A peer review of the project management procedures was done with coordinators from Cities of Tampere, Lempäälä and Raasepori. The project management approaches from fellow partnerships are compared to the practices in Lahti-Rustenburg-Madibeng-Ho partnership and recommendations are made for the development of project management in Lahti as well as for the program level. Finally, based on the internal monitoring self-evaluation and the peer reviews, a new proposal of internal monitoring guidelines and templates have been compiled.

Title:	‘Local Actions for Sustainable Development in North and South’ North South Cooperation between City of Lahti, Finland, Rustenburg LM & Madibeng LM, South Africa and Ho Municipal Assembly, Ghana
Sector:	Local government, decentralization and environmental capacity building
Focus:	Institutional cooperation between Finnish and southern (African) local governments. Modality to support local government cooperation processes, especially sustainable development and climate change mitigation programs
Geographical coverage:	<ul style="list-style-type: none"> • Local government in Finland, City of Lahti • Local government in South Africa, Rustenburg LM & Madibeng LM • Local government in Ghana, Ho Municipal Assembly
Duration:	Program cycle 2011-2014, during 1 st of January 2011 to 31 st of August 2014
Beneficiaries:	Direct: LGs, local officials, elected representatives Indirect: Local residents in the LGs, Cleantech Cluster in Lahti
Overall objective:	To strengthen the capacities of local governments to provide basic services and to promote good governance and local democracy, all by taking into consideration the principles of sustainable development
Purpose:	Through co-operative relationships between Finnish and southern local governments, the project aims to build the capacity of the local governments to ensure sustainable social, economic environmental development and to promote participatory democracy, to provide basic services as well as to advance good governance and administrative practice.
Partners:	City of Lahti, Finland, Rustenburg LM & Madibeng LM, South Africa and Ho Municipal Assembly, Ghana, Ministry for Foreign Affairs of Finland and the Association of Finnish Local and Regional Authorities
Resources:	Total budget Lahti-RLM-MLM-Ho in 2013-2014 is 432 400 €; project funding 371 300 € and self-financing 61 100 €

Table 1. Project Factsheet

Project Management in Lahti-Rustenburg-Madibeng-Ho Linkage

This chapter describes the internal monitoring processes of the Lahti-Rustenburg-Madibeng-Ho linkage as they were agreed on in December 2013. These guidelines are included in the manual ‘Project Administration and Financial Reporting Guidelines of North-South Local Government Cooperation Program (NSLGC program)’ that was created for the Lahti linkage. These documents were compiled in late 2013 to guide the new partners in South Africa in the project management and to instruct all southern partners in compliance with new program guidelines and in organising the financial administration in South.

The guidelines presented in the manual were discussed jointly with the steering committees and working groups in South during November 2013. Training workshops were also organised in all partner municipalities for project organisation to ensure compliance with the guidelines. The materials were aligned with the North-South Local Government program’s administration guidelines that were finalised in late December 2013. The Association of Finnish Local and Regional Authorities, AFLRA, was also requested to go through and approve the guidelines prior to their publishing to ensure alignment with program guidelines. The guidelines were distributed in hard and soft copy to all partners as well as published on the cooperation website.

Project Organisation

The project organisation consists of steering committees, working groups, coordinators and financial administration personnel. Each local government (LG) has their own project organisation with the aforementioned groups or persons. The roles and tasks are described in Table 2.

Project organisation	Role and Tasks
<i>Steering committee</i>	<p>Steering committee (SC) is responsible for:</p> <ul style="list-style-type: none"> • Determining the strategic aims of the cooperation and the connection to the overall development priorities of the LG • Application process: Approval of the Implementation Plan • Support for implementation: Ensuring that the officials of the working groups are able to perform as planned • Evaluation of the results based on the indicators <p>Each LG can determine the participants of SC based on their own preferences and system of governance. However, it is recommended that the high-level officials of the departments/units involved in the cooperation as well as politically elected local government representatives would be involved in the SC.</p> <p>The SC should meet at least quarterly or when needed to make sure that the aforementioned tasks are well-managed.</p>
<i>Working groups</i>	<p>Working group is responsible for:</p> <ul style="list-style-type: none"> • Implementation of activity plans • Drafting the preliminary implementation plans for coming terms

	<ul style="list-style-type: none"> • Providing the information for coordinator to handle the progress reporting <p>Working group consist of municipal officials and potentially other stakeholders that are responsible for the implementation of the activities based on their designation. Each LG can have one or more working groups depending on what is considered to be the most effective way to organize the cooperation activities.</p>
<i>Coordinator</i>	<p>Coordinator is responsible for:</p> <ul style="list-style-type: none"> • Communication, both external and internal in accordance with the communication plan • Facilitating the financial transfers • Approving all invoices of the NSLGC project • Compiling the quarterly reporting <p>The coordinator also handles the arrangements related to the working visits and their program, such as:</p> <ul style="list-style-type: none"> • Initiating and monitoring the protocol related to the choosing of officials to working visits • Assisting the chosen officials in visa arrangements, travel insurance etc. • Arranging accommodation for visiting officials from partner municipalities • Arranging needed transportation for visiting officials from partner municipalities • Making sure needed travel reporting has been handled in timely manner • Organizing the agreed meetings, trainings and workshops as well as the site visits • Providing the working visit program at least one week before to North (will be submitted to AFLRA for reviewing)
<i>Financial administration personnel</i>	<p>Responsibilities of the financial administration personnel:</p> <ul style="list-style-type: none"> • Maintaining bookkeeping • Handling the NSLGC cost centre or account • Compiling the financial reporting • Making the arrangements for the audit <p>An official responsible for the project’s financial administration has been named in the Memorandum of Financial Administration submitted to AFLRA along with the application.</p>

Table 2. Project organisation

Planning and Budgeting

During the application process in spring 2013, southern working groups were invited to make plans and budgets for implementation of activities in South. These budgets have been included in the application, but unfortunately were not presented separately as budget administrated in North and budgets administrated in South. This oversight was compensated after the application phase by creating separate work plans for southern partners that outline the budget available for southern partner.

Once the budget was transferred from AFLRA to Lahti, the budget reserved for the travel, training and accommodation costs of the working visits as well as the coordination, awareness-raising, expert work and administration in Lahti was allocated to the project’s cost centre in Lahti. Correspondingly, the part

dedicated to the activities of the southern partners was transferred from Lahti to the southern partners' project's cost centres as a once-off transfer of the total budget in the beginning of 2014. The transfer was made based on work plans approved jointly during working visit in November 2013. The work plan includes a scheduled, budgeted activity plan and guides the activities of the working group.

Self-financing

The in-cash self-financing share of the projects participating in the NSLGC Program must be at least 10 per cent of the funding allocated to each project plan. The in-cash self-financing can be contributed by the northern or the southern local authority, or by both. A commitment to contributing the required self-financing share must be stated in the endorsement letter submitted with the application. In the Lahti-Rustenburg-Madibeng-Ho linkage, the southern partners have committed to the 10 per cent self-financing in their letter of endorsement.

The self-financing share is calculated separately for each partnership from the total budget allocated to the project plan. For the partners of Lahti, this ten per cent share equals to:

- RLM: 10,500.00 Euros (Lahti-RLM budget from AFLRA 93,000.00 Euros)
- MLM: 10,600.00 Euros (Lahti-MLM budget from AFLRA 94,800.00 Euros)
- HMA: 21,000.00 Euros (Lahti-HMA budget from AFLRA 183,000.00 Euros)

This represents the minimum requirement for self-financing in 2013-2014 term. The southern partners made a commitment to finance part of the cooperation activities and procurement in South with their in-cash self-financing. In addition, it was recommended that the municipalities would record the work-input of the officials.

Note: As the program-level guidelines were changed during the application process in 2013, it was originally understood that the work-input could only be considered as in-kind contribution and not as actual self-financing (in-cash). However, the final guidelines allowed the reporting of work-input of municipal officials as in-cash funding. Subsequently, Terms of Reference documents were completed for all partners and the timesheet recording was started in South in 2014 in order to account for the work input as in-cash funding. For clarity and to limit the reporting workload, it was agreed that the in-kind contributions from South, for example office and administration costs, would not be reported.

Progress Reporting

A template for the quarterly monitoring was included in the project manual. The report was intended to be completed jointly by the southern coordinator and the working group(s). Southern steering committee should evaluate the results and the quarterly monitoring information should be made available to the northern coordinator approximately two weeks after the close of the quarter. After that additional information can be requested from Lahti and should be submitted with two week notice. In other words, all relevant information related to a given quarter should be available in Lahti within one month after the close of the quarter.

There are four key elements in the progress report:

- Implementation of activities: what activities have been implemented with cooperation budget (including self-financing)?
- Impact of activities: what results have been accomplished with the activities?
- Needed revisions: what changes have been made to the implementation plan and why?
- Beneficiaries: who has benefitted from the cooperation directly and indirectly?

The most important of the elements is the impact of the activities which should be reported based on the indicators given in the implementation plan of the funding application.

In addition, the southern coordinators were requested to provide the following information every quarter:

- Cost reporting form
- Communication plan follow-up reporting

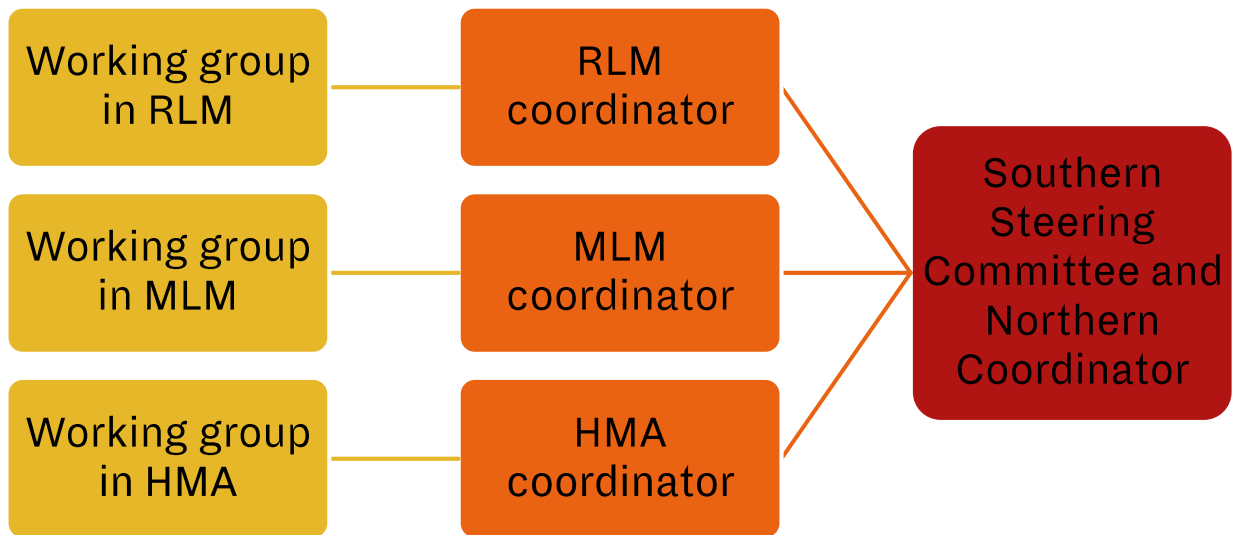


Chart 12. Information flow in progress reporting

Financial Reporting

The financial reporting to the funder includes a cost reporting form, general ledger and the auditor's report that are submitted in the end of a term. The cost reporting forms were included in the project manual and were done based on the program template and the original budget approved in the application phase. These report forms include the original budget approved by AFLRA which will remain unchanged while the realised costs are filled both in the local currency and in Euros. In case the recorded actual expenses in the cost

reporting form deviate from the original budget plan by more than 10 per cent, explanations should be included in the reporting.

Auditors' reports are required from the southern partner concerning the part of the financial administration that has been handled by the southern local government. Auditing is carried out in accordance with local legislation and it meets requirements of international auditing standards. Instructions for Auditor's report and the audit process were included in the manual.

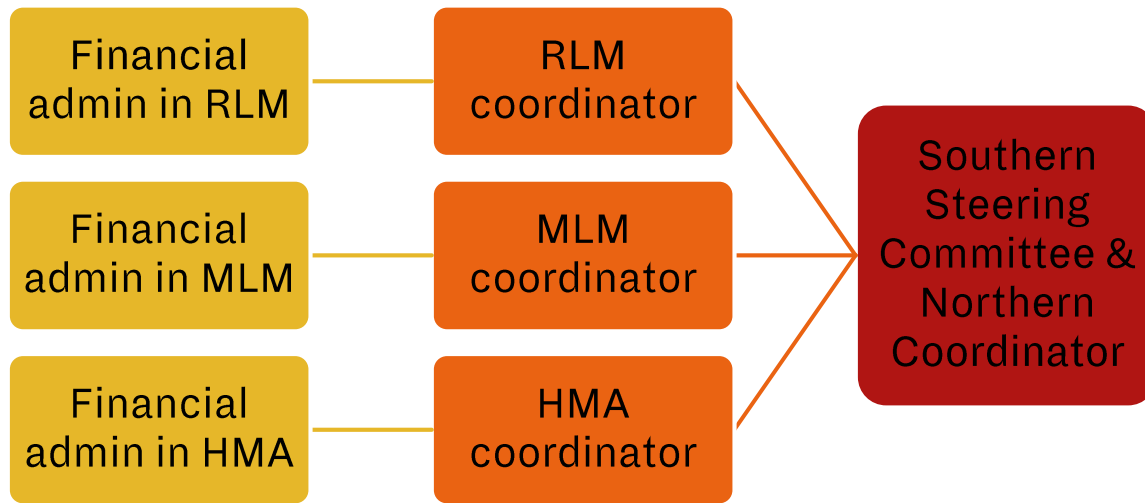


Chart 13. Information flow in cost reporting

Evaluation of Results

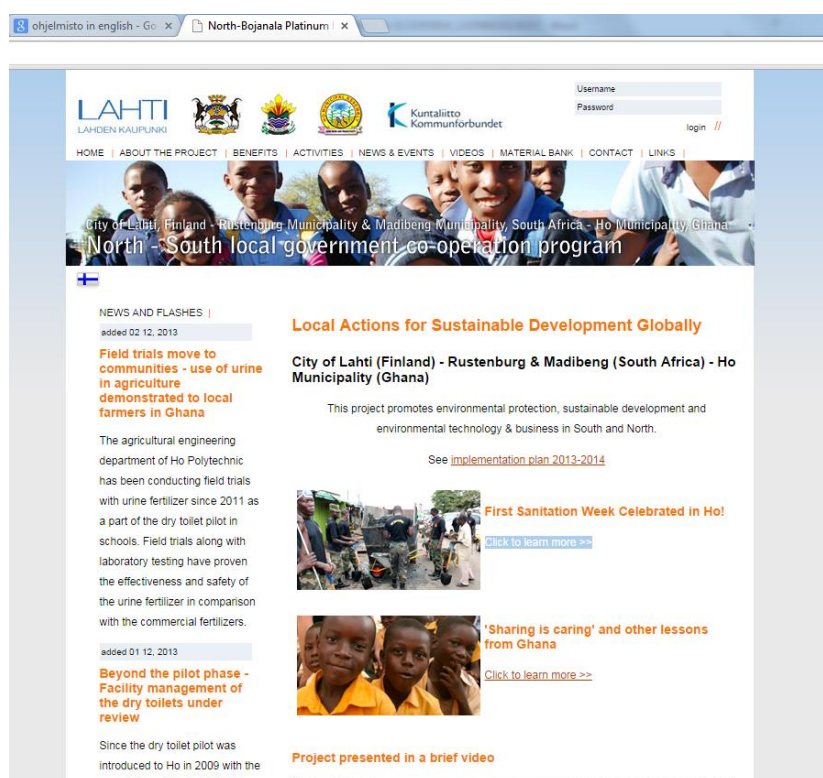
Southern steering committees evaluate the progress quarterly based on the progress reporting. Northern steering committee assembles twice a year to assess the results. In addition, the steering committees have joint meetings to share information and give feedback on the progress and cooperation management during the working visits.

In 2013-2014, the indicators have been utilised more systematically than before in the monitoring and evaluation of the results, especially in the Lahti-Ho cooperation. However, the lack of previous experience in the NSLGC program management and the unexpected mid-term audit break in the program (from June 2012 until the end of the year) hindered opportunities to conduct effective logical framework based planning with the South African partners. As the program was on break and funding was delayed, there was over 12 month's period when no working visits could be organised and the northern coordinator was committed to another project. As the application process had to be carried out in the middle of this period, there was limited possibilities to achieve effective, joint planning which had a definite effect on the quality of the Logical Framework Approach (LFA), especially with the new partners, Rustenburg and Madibeng. In part, these challenges of the planning phase reflect to the opportunities to utilise systematic indicator follow-up in the evaluation of the results.

Communication

Northern coordinator and southern coordinators are responsible of implementing the communication plan which have been agreed on jointly for 2013-2014 to guide the internal and external communication efforts. In general, coordinators communicate on weekly basis via email and phone to ensure effective internal communication.

The cooperation website is used for sharing materials and news with partners and stakeholders. In 2014, the cooperation site has not been updated simply due to lack of time. It has been a hectic year after the activities started late due to delayed funding decisions. The functionality and user-friendliness of the site should also be reviewed for future terms to encourage timely updating and wider participation in content creation.



Picture 3. www.northsouthcoop.net –website

Implementation of Internal Monitoring in 2014

This chapter attempts to answer the question, how well did we manage to follow the internal monitoring procedures in 2014. The timelines, templates and conducts of quarterly monitoring were finalised in late 2013 and compiled to the project manual. In 2014, these processes were practised for the first time with varying degrees of success. The practical challenges encountered during 2014 are analysed and recommendations are made for developing the internal monitoring protocols for future terms.

However, to start with, it is important to note that in the 2013-2014 term, the delay in program funding decisions caused a major challenge regarding the implementation of activities in South, especially in Rustenburg and Madibeng. The original timetable for activities was drafted for August 2013-August 2014. Eventually, the application was approved and funding confirmed in the end of September 2013. The next step was signing cooperation agreements between AFLRA and Lahti which were completed in late November. Next, the cooperation agreements were signed between Lahti and southern partners which were needed in original copies. This process and the fact that the program guidelines were only confirmed in December 2013 as well as the South African holidays in December-January delayed the transfer of funds to South until February 2014.

In March 2014, there was working visit to South Africa and the implementation plans for activities were finalised jointly. Still, the March working visit, Eastern season, as well as the working visits in May and June interfered with implementation schedule and a number of the activities were further postponed due to demands on the working groups. Initially, of course, the timetable was not so congested, but the delay of 6 months pushed all activities to same period.

The financial year in South Africa ends in the end of June which halted activities further. The funds which had been transferred to South African partners were restricted from use during the rolling-over process from one financial year to another. As a result, many of the activities could not be implemented in South Africa during July-August. Fortunately, it was possible to extend the cooperation period for September-December and in fact majority of the implementation of activities was finally successfully carried out during this period. Initially, Lahti had decided against the extension time as it was not in the interest of LADEC Ltd to continue the cooperation in the following term. However, City of Lahti and Lahti University of Applied Sciences had a common strive to continue the partnership in coming terms and it was agreed that the cooperation management would be taken over by Lahti University of Applied Sciences in September 2014 to complete the term.

Note: Cooperation agreements between Lahti and AFLRA were signed about 5 months behind schedule, but as the municipal processes are rigid, the actual delay for implementation of activities was around eight months in Rustenburg and Madibeng. This multiplicative effect needs to be understood and it would be recommendable to have very predictable and constant program schedules to facilitate the planning of the annual schedule. In addition, there was further delay in July-August due to the rolling-over process related to the changing financial year which should be taken into account in the future.

Progress Reporting in South

Table 3 presents submission dates of progress reporting to show whether the timeline for reporting has been respected. Also, some notes have been compiled here to show if the content of the progress reporting has been in line with agreed reporting guidelines. As can be seen, the delays in implementation have also reflected on the reporting. In Ghana, the reporting has been quite consistent, however in South Africa, the delays in reporting have been significant and the project manual's template have not been used.

Quarterly report	RLM	MLM	HMA
1 (Jan-March)	Submitted: 5 th of March	Submitted: no report	Submitted: April 2014
	Note: Template not used; no activities yet	Note: No activities implemented yet	Note: Done in line with the template
2 (April-June)	Submitted: no report, implementation discussed and reviewed during a working visit	Submitted: no report, implementation discussed and reviewed during a working visit	Submitted: 21 st of July 2014
	Note: Template not used; information missing from Water and Sanitation	Note: No activities implemented yet	Note: Done in line with the template
3 (July-Sept)	Submitted: Report submitted in October 2014	Submitted: report submitted in 14 th of November during the working visit to Madibeng	Submitted: 29 th of September 2014
	Note: Template not used; information missing from Water and Sanitation	Note: No activities implemented yet	Note: Done in line with the template
4 (Oct-Dec)	Submitted: 17 th of December 2014	Submitted: Final reporting submitted by end of January 2015	Submitted: Final reporting submitted by end of January 2015
	Note: Template not used	Note: Template not used	Note: Done in line with the template

Table 3. Submission and quality of the progress reporting of the southern partners in 2014

The form planned for progress reporting to South African partners is made based on the annual reporting templates. This idea was initially proposed by South African partners in order to avoid double reporting and was agreed on jointly. In other words, the idea was that, if the reporting form used for quarterly reporting would also include the information needed for annual reporting, the annual report could be easily compiled from the quarterly reports without additional work in the end of the year.

The report includes two tables, Table 1 (see picture 4) indicates the realised results and indicators while the Table 2 (see picture 5) describes any revisions been made to original plans as well as the challenges. This form was however never used in progress reporting. In practise, it is not very suitable for monitoring the practical actions made as it is more oriented towards recording the ultimate impact of the cooperation rather than the every-day activities carried out by the working group members. Instead, a form based on the activity plans were used by South African partners.

It can be noted that the simplified form used by the facilitators in Ho (see picture 6) has been used consistently and information has been successfully gathered from all the facilitators for each progress reporting. The lesson to be learned here is that the form needs to be functional for its purpose and easy to use.

TABLE 1: Impact of the Co-operation Activities Based on Realized Results and Indicators					
1. SOLID WASTE MANAGEMENT: REALIZED RESULTS AND INDICATORS 2013-08/2014					
	OBJECTIVE	IMPLEMENTED ACTIVITY	TIME-TABLE	REALISED RESULTS	INDICATORS AND BENEFICIARIES
1.1	Empowering community-based waste management groups to alleviate poverty	<i>Support for the development and expansion of the community-based composting and recycling pilots</i> <ul style="list-style-type: none"> • <i>Technical support</i> • <i>Training and workshops</i> • <i>Evaluating new potential initiatives</i> 	2014	<ul style="list-style-type: none"> • <i>Empowerment of disadvantaged groups ; alleviating poverty</i> • <i>New community-based waste management initiatives explored and adjusted for the conditions of RLM</i> • <i>Expansion of existing community-based initiatives</i> • <i>Improved state of environment</i> 	<ul style="list-style-type: none"> • <i>Number of local groups involved in the community-based waste management initiatives</i> • <i>Number of trainings and workshops held (incl. number of participants)</i> • <i>New initiatives or solutions adopted for community-based waste management and material recovery</i>
		<i>3 officials from Ho conduct a peer review visit to South Africa (budget Lahti-Ho co-operation)</i> <ul style="list-style-type: none"> • <i>Evaluation of the community-based recycling and</i> 	March 2014		

Picture 4. Table 1 of the progress reporting template for South African partners: REALISED RESULTS AND INDICATORS 2013-08/2014

TABLE 2: Revisions Made to the Implementation Plan 2013-08/2014					
1. SOLID WASTE MANAGEMENT: Revisions Made to the Implementation Plan 2013-08/2014					
	OBJECTIVE	ACTIVITY	TIME-TABLE	REVISIONS TO ACTIVITIES AND TIMETABLES (IF APPLICABLE)	NOTES
1.1	Empowering community-based waste management groups to alleviate poverty	Support for the development and expansion of the community-based composting and recycling pilots <ul style="list-style-type: none"> • <i>Technical support</i> • <i>Training and workshops</i> • <i>Evaluating new potential initiatives</i> 	2014	<i>Changes made to the original implementation plan and justification for making changes</i>	<i>Are there some risks or limitations that should be noted?</i> <i>How could the implementation be assisted?</i>

Picture 5. Table 2 of the progress reporting template for South African partners: REVISIONS MADE TO THE IMPLEMENTATION PLAN 2013-08/2014

WORKING GROUP	IMPLEMENTED ACTIVITIES (What was done? When, where, who were involved?)	RESULTS AND IMPACTS (Who benefitted and how? How many participants?)	REVISIONS, CHALLENGES, ASSISTANCE NEEDED	NEXT STEPS (what will be done in the next quarter?)
ECOSAN: school facility management Facilitator: Mr. Samuel Glago, EHA				
ECOSAN: DT expansion Facilitator: Mr. Cornelius Fugar, MPO				

Picture 6. Progress reporting template for working group facilitators of Ho

Based on the discussions and success of internal monitoring, the following recommendations are made:

- The “next steps” -column should include schedules; in other words, it would be relevant to give a specific timeline for activities rather than just stating it will take place in the next quarter. At least monthly timeline would be recommendable; preferably day or week if applicable.
- The simplified template works best – only ask what you really need to know to conduct effective monitoring of implementation
- It is important that the progress reports are also reviewed consistently by the top-management in South to ensure that the challenges are being tackled and that all the working group members or facilitators are pulling their weight
- Quarterly submission is too seldom for effective responsiveness to challenges; the implementation often tends to lack behind the schedule and same challenges are recurrent each quarter

Financial Reporting in South

Even though the image in picture 7 is not very clear, it illustrates the key issue in the cost and finance reporting: the form was too complicated and daunting to use in practise. The reporting form is based on the program form and it was intended that all the partners would use this same format so that the reports could be easily integrated in the annual reporting and term reporting phases. In the practise, the form is not user-

friendly and has not been used by any of the partners independently without assistance from northern coordinator.

The structure of the form is as follows. The first column is “cost description” and the three blue columns that follow show the original budget approved in the application phase. Next two double columns (white and green) indicate the realised costs in the first quarter. The white column includes the use of the project funds and the green column, the use of the self-financing in the first quarter. The first double column gives this information in South African Rands (ZAR) or in Ghana Cedi (GHS) while the second one will convert the data to Euros. Each quarter has their own columns and in the end there are two double columns where the total realised costs are summed up in ZAR/GHS and EUR.

The benefits of this form are the fact that it contains basically all information required by the funder while enabling the quarterly monitoring of the progress. It calculates the costs in EUR and has the comparison to the budget available. Still, it came apparent that there were many disadvantages and the loudest protest against the form is definitely the fact that it was never used. Instead, the realised costs have been reported to North in form of account or vote records which have been transferred to the cost reporting forms by the northern coordinator.

REPORTING AND MONITORING TEMPLATE

Exchange rate	01-12/2013	Exchange rate	01-03/2014	Exchange rate	04-06/2014	Exchange rate	07-09/2014
Date	1.000=1	Date	1.000=1	Date	1.000=1	Date	1.000=1

Cooperating local governments: Leds-RUM

Budget term: 2013-09/2014

Budget	01-12/13		01-03/14		01-06/14		01-09/14		01-12/14		TOTAL		TOTAL		
	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	
BUDGET 2013-09/2014	REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		
1. PERSONNEL COSTS	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total
Personnel costs in South	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Personnel cost total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

2. ACTIVITY COSTS

2.1 Waste Management

Budget	01-12/13		01-03/14		01-06/14		01-09/14		04-06/14		07-09/14		07-09/14		TOTAL		TOTAL	
	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR
BUDGET 2013-09/2014	REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS	
2.1.1 Community empowerment	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total
Trainings in the South	5 000																	
Awareness-raising in South																		
Fees of third external experts																		
Travel costs																		
Accommodation costs																		
Per diem allowances																		
Other costs of the working visits																		
Small material costs																		
Procurement/investment	2 000																	
Hiring interpreters and translators																		
Other costs																		
Activity costs, subtotal	5 000	3 200	7 200	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
2.1.2 Recycling/source separation	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total
Trainings in the South	3 000		3 000															
Awareness-raising in South	1 000		1 000															
Fees of third external experts	0		0															
Travel costs	0		0															
Accommodation costs	0		0															
Per diem allowances	0	1 700	1 700															
Other costs of the working visits		500	500															
Small material costs	1 000		1 000															
Procurement/investment			0															
Hiring interpreters and translators			0															
Other costs			0															
Activity costs, subtotal	5 000	3 200	8 200	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Waste management: Activity total	10 000	6 400	16 400	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

2.2 Environmental awareness-raising and outreach projects

Budget	01-12/13		01-03/14		01-06/14		01-09/14		04-06/14		07-09/14		07-09/14		TOTAL		TOTAL	
	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR	In Euro	In ZAR
BUDGET 2013-09/2014	REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS		REALIZED COSTS	
2.2.1. Info centre at Waste Depot	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total	AFLRA	Self-finan	Total
Trainings in the South	5 000		5 000															
Awareness-raising in South	3 000		3 000															
Fees of third external experts	0		0															
Travel costs	0		0															
Accommodation costs	0		0															
Per diem allowances	1 000	1 000	2 000															
Other costs of the working visits	500	500	1 000															
Small material costs	2 000	0	2 000															
Procurement/investment	4 000	2 000	6 000															
Hiring interpreters and translators			0															
Other costs	0		0															

Picture 7. Cost reporting form, Rustenburg (1st page, out of 3 pages)

Key lessons learned for the development of the cost reporting forms are:

1. Add separate columns for balance, so that it is automatically calculated; if the difference between the budget and the realised costs is more than 10 per cent, a clarification is required. The exceeding of 10 per cent should automatically show in the form as well.
2. Use different colours for the cells that update automatically and the cells that the southern partner is expected to fill
3. Keep it simple! Only add information relevant for the cost monitoring in South
 - EUR information is unnecessary for South
 - Cost monitoring report does not need to have the quarter information if the monthly monitoring is done on the cash flow sheets

Recommendation:

- Use the cash flow sheets and vote records/account records for monthly monitoring and the planning prior to transfer
- The reporting in South should be done in local currency
- Cash flow sheet should be done for 6 months prior to the transfer of funds for that period based on the approved budget. Deviation of more than 10 per cent motivated and approved from Lahti.
- Same cash flow sheet will be turned to monthly reporting form (form adjusted from Lahti); includes the budget and balance.
- Fill cost reporting form every six months in North; then send to South for checking and confirmation.
- See proposed cash flow sheet forms and cost reporting forms in annex 3.

Realised Self-financing in 2013-2014

There were a lot of changes to the original self-financing budget during the 2013-2014 term. This was mainly due to changing guidelines related to the eligibility of some in-cash contributions in the application phase. For example, it had been unclear in the application phase that official work input can be reported as in-cash funding. Also, not all the types of self-financing contributions planned by southern partners were actually eligible as they were more operational costs rather than development activities. Also, the per diem allowances of the working visits abroad could not be reported as the South African per diems for travelling to Ghana and Finland exceeded the Finnish travel compensation regulations. This amounted to at least 10 000 € worth of unreported costs in 2013-2014. Furthermore, the changes in the exchange rates decreased the value of the investments in Euros.

All in all, the volume of the self-financing depends largely on how extensively the salary costs are reported. In Madibeng and Ho, Terms of References were done for all the working group members that took part in implementation of the activities. This increased the amount of reported self-financing considerably. In Lahti, it was not possible to follow the work input of many of the experts involved since the personnel of Lahti Region Development LADEC Ltd and Lahti University of Applied Sciences are reporting their working hours in

total for various projects. Even if the project activities would be in line with the work plans of the project's where the salaries are paid from, it is not possible to record the hours for two projects at the same time. The actual in-cash salary contribution from Lahti would be doubled, if all relevant expert and administrative work input could be accounted for. Same is true for Rustenburg, where only the work input of the coordinator was accounted for to facilitate the administration.

Partner	Original budget (Submitted with application in May 2013)	Realised budget (as reported in 2013-2014 reporting)
Lahti	0 €	Lahti-RLM-MLM 9 044.30 € Lahti-HMA 7 745.42 € Total € 16 789.72 personnel costs
Rustenburg	11 100 € activities <ul style="list-style-type: none"> ○ 6 100 € per diems, visa and insurance costs ○ 5 000 € material costs 	6 837.92 € personnel costs 4 732.09 € activity costs Total: 11 570.01 €
Madibeng	11 000 € activities <ul style="list-style-type: none"> ○ 5 500 € per diems, visa and insurance costs ○ 5 000 € material costs ○ 500 € training costs 	10 991.84 € personnel costs 13 108.59 € activity costs Total: 24 100.43 €
Ho	21 000 € activities <u>Investments:</u> 16 000 € ecological sanitation 15 000 € waste collection	10 561.41 € personnel costs 5 951.24 € activity costs 98.40 € admin costs Total: 16 611.05 €
TOTAL	43 100 € Lahti-RLM-MLM: 22 100 € Lahti-HMA: 21 000 €	69 071.21 € Lahti-RLM-MLM: 44 714.74 € Lahti-HMA: 24 356.47 €

Table 4. Realised self-financing in 2013-2014

Recommendations:

- It has been noted during the course of the cooperation that larger investments should be co-financed by 25-50 per cent by the southern local municipality to ensure commitment from municipal management.
- In my view, official work input based on Terms of Reference and timesheets should be allowed as a self-financing contribution in the future as well. In addition, it should be counted as in-cash contribution, not in-kind; from the project management point of view, there is no point in creating two separate self-financing records with different values. To facilitate reporting, the projects should not be demanded to report something that they cannot even include in their self-financing commitment. In any case, in a program emphasising colleague-to-colleague interaction, it would be counterproductive to not allow officials' work input as in-cash contribution. If the officials' work input is not eligible as self-financing, it can discourage officials' involvement and lead to increased use of external experts especially in Finland.
- Regardless of whether the work-input of the project organisation is eligible as in-cash funding, the Terms of Reference should be compiled in the future for the following project personnel to ensure effective work division and approval of work input by top-management:

- Coordinator
- Assistant coordinator
- Official responsible of financial administration are named
- Facilitators (facilitator is named for each activity subcomponent)

Problem Analysis & Key Lessons

It should be noted that the majority of the challenges in the implementation phase originate from the deficits of the planning phase. The lack of opportunities for joint planning during the application phase especially hindered the progress with South African partners as we started the cooperation only in 2013 and were not able to carry out any systematic logical framework based planning together as this kind of process is in practise nearly impossible to handle in a teleconference setting. Face-to-face meetings between northern and southern partners would have definitely added value to the planning process and more detailed activity plans would have been feasible also from the start. Now the details of the activity plans were finalised only during November 2013 visit and partially even during March 2014 visit. The lack of detailed action plans reflects directly to the administration as the indicators need to be on a more general level and budget adjustments are common. Luckily, the planning process with Ghanaian partners was on a more secure foundation due to the fact that activity planning was started already in 2012 when joint planning was still feasible.

All in all, I would say that the main challenges for implementation in South during the term 2013-2014 have been as follows:

- Rustenburg:
 1. Lack of delegation and over-reliance on the coordinator
 2. Lack of involvement from top management
 3. Unfamiliarity with the project management and reporting, especially the cost reporting
- Madibeng:
 1. Lack of commitment from Water and Sanitation Unit
 2. Slow procurement processes
 3. Unfamiliarity with the project management and reporting, especially the cost reporting
- Ho:
 1. Slow procurement processes
 2. In-cash contributions were challenging due to delays in national funding to the municipality
 3. Lack of top-management monitoring & working group meetings

In addition to the aforementioned challenges, all of the partners had continuous delays in implementation of activities. Basically, the key issues in ensuring timely delivery are how well can the project organisation

responds to arising challenges and how well is the work division functioning in implementation and administration, i.e. is everybody clear of their role, do they have a clear budget allocation and are they doing what is expected of them. Generally, both of these issues are greatly facilitated when there is a consistent involvement and monitoring from top management.

A clear division of work and a consistent structure for management and monitoring of the project organisation is essential. Quarterly monitoring has proven to be too seldom for effective responsiveness for challenges; it is necessary to ensure that the working group would meet and report back at least monthly. Therefore, monthly reporting is proposed. To facilitate the reporting and to enhance the purposiveness of the reporting, simple, to-the-point forms are proposed; see in annex 2-3.

The involvement of top management is key for solving the challenges as well as for guaranteeing timely delivery. Since it is practically difficult for the steering committee to meet every month, it is important to utilise the existing monitoring and management structures for overseeing the project activities. There should be a systematic approach to reporting progress to a management committee, executive committee or equivalent existing management structure; for example, the coordinator would present the progress and challenges to the committee once a month or in every committee meeting.



Lesson 1: Result-based detailed action planning equals clear indicators and easy reporting



Lesson 2: Implement a responsive southern management and monitoring structure with top level involvement



Lesson 3: Create functional reporting forms and ensure sufficient practical training for key personnel

Chart 14. Key success factors for implementing effective internal monitoring

Peer Review on Project Management

Over the years, the municipalities running a NSLGC project have likely faced similar challenges related to e.g. financial risk management and North-South communication. Still, the solutions for tackling the challenges have differed depending on the capacity of the project organisation, the local conditions in different southern partner countries as well as other factors. To uncover the best practices in North-South project management, open information sharing between colleague coordinators in a form of a peer review was chosen as the study method.

Peer review interviews related to internal monitoring were conducted with coordinators from Tampere, Lempäälä and Raasepori during October 2014. These cities were chosen because they represent different approaches to internal monitoring and have partners in different countries. These municipalities were also all part of the mid-term evaluation of the North-South Local Government Cooperation program term 2011-2013. Therefore, these municipalities have been advised and guided on how to adjust their project administration to meet all the new requirements of the NSLGC program.

The aim was to evaluate the strengths and weaknesses of various internal monitoring approaches in order to evaluate their suitability for the Lahti-Rustenburg-Madibeng-Ho cooperation. In actual fact, the purpose was to get ideas for improving the internal monitoring processes of Lahti's cooperation. To understand the functioning of the internal monitoring, information was exchanged on the whole project management cycle as well as the project organisation, i.e. the officials and stakeholder groups involved in the cooperation activities.

As a result of the varying project management approaches, some themes have been discussed in more detail with certain colleagues compared to others. Idea is not to give a comprehensive account of each of the chosen project management processes, but to highlight differences as well as the best practises along with related challenges. The description of project management themes is followed by observations of the reviewer. These 'notes to self' reflect the ideas raised in the course of the interview and attempt to point out the relevant lessons for Lahti.

The data presented here is divided to the following broader themes related to project management:

- Project organisation
- Planning and budgeting
- Self-financing
- Implementation and monitoring of results
- Financial reporting
- Evaluation
- Communication

Finally, the colleague coordinators have been given a chance to voice any specific recommendations they might have for the development of processes in the program level. The original framework for the theme interviews is available as annex 1.1.

Tampere-Mwanza (Tanzania)

Fields of cooperation: Business, environment and education

Cooperation period: Since 2002 in North-South Local Government Cooperation Program; twin cities since 1988

Interviewee: Northern Coordinator, Mrs. Ruusa Gawaza

Time: 10th October 2014, Tampere

Project Organisation

In the Tampere-Mwanza cooperation, full-time cooperation coordinators have been hired in North and South. Half of the salary of the coordinator in Tampere is covered by the City and half through project funding. In Mwanza, the salary is coming 100 per cent from the City as self-financing. In addition, the coordinator in Mwanza has also an assistant whose salary is paid by the City.

Both Tampere and Mwanza have their own steering committees that come together for a two day meeting annually during working visits. The role of the steering committees is to agree on the implementation plans, approve the budget plans and to evaluate the results of the cooperation.

Representatives of each of the three project components (business, environment & education) are included in the steering committees. Director of the public relations is the chairman of the Mwanza steering committee and the director of sustainable community unit is the chairman of the steering committee in Tampere. In other words, the chairmen of the committees are the leaders of the city organization units that house the coordination. Coordinators act as the secretaries for their respective steering committees.

The steering committees' members are mainly experts and officials who are also implementing the activities. In Tampere, Tampere University of Applied Sciences is main implementing agent of the environmental component while Tampere Region Economic Development Agency, Tredea Ltd, is in charge of the business component. These organisations have their representatives in the steering committee.

Every few years the memberships of the steering committee are reviewed and the involvement may change according to the ongoing activities and objectives of the cooperation. As a result, the steering committee has representatives who are involved in the implementation during that current term. Northern steering committee has also political representatives from city council. The political groups are invited to appoint a representative in case they see it relevant. Currently, there are representatives from right and left wing parties in the steering committee. To accommodate new steering committee members, basic information on the North-South Local Government Program and project management processes are presented in the steering committee meetings when needed.

A part from joint meetings, the steering committees meet separately. Northern steering committee meets approximately four times a year and southern steering committee around six times a year depending on the

need. The secretaries compile an agenda for the meetings which are reviewed by the chairmen before the meeting.

In the education component, there is also a separate, more unofficial, working group in Tampere that includes teachers from cooperation schools and officials from municipal education office. A representative from the municipal education office, who is also in the steering committee, acts as the chairman of the working group and the coordinator acts as the secretary. This group organises, for example, the Mwanza week celebrated in the schools of Tampere as well as the continuous global education activities in the schools.

In the Tampere-Mwanza cooperation, no specific processes have been created to manage the changing of key personnel. New steering committee members receive basic training during the meetings and project documentation is available for new officials and anyone interested. Especially the changing of the coordinators can still potentially have significant adverse effects in short-term as the coordinators role is essential in the project management processes, for example in the budget control and reporting of results. In Mwanza, the coordinator has changed recently, but fortunately the new coordinator has previously been an assisting coordinator in the cooperation and could thus take over the role without much difficulty.

NOTE TO SELF: It is essential that all the project management processes do not rely on one person. It is a significant risk that can seriously hinder the achievement of results and the sound financial management of the project. Assistant coordinators working aside the coordinators would benefit both North and South. Systematic documentation of project plans and results helps the transition, but in the end, there is no substitute for practical experience. It would be recommendable to have comprehensive practical training on project management for two officials from each southern partner municipality, the coordinator and the assistant coordinator in the beginning of a new term. It would be recommendable to pay attention to the potential changing of key personnel also in North.

Planning and Budgeting

The planning for 2015-2017 was done based on the Logical Framework Approach (LFA). The planning was started during the two day joint steering committee where everybody was invited to come up with ideas in a brainstorming session. Based on discussions, preliminary plans were made which were further processed with LFA approach in the next joint steering committee.

According to Ms Gawaza, the LFA process gives additional value to identifying the expected results and outcomes. However, the compiling of budgets and detailed activity plans (timetables etc.) is left for coordinators. Budgets are divided to budget administrated in North and budget administrated in South. The working visit costs in South are also included in the southern budget separately.

NOTE TO SELF: Internal monitoring and budget control would be greatly facilitated by making a separate southern budget already in the application phase. This requires greater involvement from the southern partner and expertise in budgeting from the southern coordinator which were both lacking during the application phase in spring 2013 as the partners had changed in South Africa and the funding program had been on a break pending an audit for the former six month period. In practice, effective joint planning could not be done in the application phase and thus it had to be done at a later stage, after the funding had already been approved.

A part from the division of budget administrated in South and budget administrated in North, the budget plans should also indicate the allocations for working visit costs in South and in North separately from the activity budgets.

In Tampere-Mwanza cooperation, steering committee is actively engaged in the planning and there are good opportunities for joint planning during the two-day annual meetings. The activity of the members is probably also linked to the fact that they are also the ones implementing the activities as opposed to having a separate working group for implementation. This resembles the situation in Madibeng where the working group members essentially form the steering committee and political involvement is achieved by taking the plans and reports to portfolio committee for reviewing.

In other partner municipalities, it has been difficult to have regular steering committee meetings due to the involvement of high-level officials (Executive Mayor, Municipal Chief Executive). On the other hand, the input for planning from the steering committees has also been modest which can be attributed to the fact that the officials involved in the steering committee are not directly handling the implementation of activities and might not have a realistic understanding of the cooperation possibilities.

Self-financing

The self-financing commitment of Mwanza is around 10,000.00 EUR annually which is provided through the salary of the coordinator. Equally, the self-financing of Tampere is provided through the 50 per cent share of coordinator's salary costs. Other contributions are not systematically reported as self-financing, although salary costs of involved officials and teachers as well as some activity related costs could be eligible as in-cash or in-kind.

NOTE TO SELF: In Tampere-Mwanza cooperation, the reporting of self-financing requires only the follow-up of two timesheets and the submission of Terms of Reference in the application phase. Commitment to self-financing is equal and the administration is minimized. Internal monitoring of self-financing is straightforward and simple; more guidelines, procedures and processes are required if activity costs, facilities etc. would be reported as self-financing.

Reporting all work-input and in-kind contributions would better reflect the volume of the activities and the commitment of the partners to the cooperation. However, the amount of administrative work would be significantly greater if all these contributions would be reported. It is therefore questionable whether more thorough self-financing reporting would have any added value.

Implementation and Monitoring

Funds are transferred to South every 3-4 months. The southern coordinator compiles a report on the use of the funds during the past quarter. The report is reviewed by the northern coordinator who requests further information or corrections if the report does not reflect the original plans or the use of the funds is not in line with the eligibility criteria. Corrections and inputs are made in South until the northern coordinator approves the report.

Moreover, the southern coordinator compiles a request for funds based on the original budget plan and timetable which is submitted to northern coordinator for reviewing. When both documents, the quarterly report and the request for funds, have been approved, funds are transferred from North to South for

implementation of activities. There are no standard forms for the reports, but the request for funds is signed and reviewed by the chairman of the steering committee.

Southern coordinator monitors all transactions and compiles the reports on the use of the funds manually. This is time-consuming and the reporting is often delayed. For future, the plan is to move the financial reporting to the financial department. However, it was not possible in the on-going term as there was no budget allocation for the work-input of the financial department in South.

In North, all use of project funds is handled by the coordinator and all payments from the project budget are made from the Sustainable Communities Unit. Most of the use of funds is related to the working visits, although for example the education component implements activities also between the working visits.

NOTE TO SELF: The coordinator's role is very important and he/she has total control over all monetary flows. The work requires dedication, project management expertise and adequate allocation of working hours.

Internal monitoring is based on budget planning and budget control. Making clear budget plans with separate budgets for South and North facilitates both the monitoring and quarterly planning.

Financial risk is mitigated by quarterly submission of reporting and requests of funds. The whole annual budget is not transferred at once which facilitates the internal monitoring and also assists in taking into account the changing exchange rates etc. When not only the reporting, but also the planning is systematically done on quarterly bases, it is easier to react to changing situations and to adjust the plans.

The risk involved in the quarterly budget transfer is definitely the delaying of the document submissions and therefore the implementation. The actual transfer process can take up to 2 weeks and if the reports and requests for funds are delayed, the implementation can be delayed up to 1.5 months. Some flexibility can be created by allowing the remaining funds from previous quarter to be used in the following quarter while awaiting the new budget. In the end of the term, this type of roll-over is however no longer possible. Again, the importance of the project management skills of the coordinator and assistant are highlighted. Also, motivation factors and performance management tools should be considered.

The quarterly transfer of funds might facilitate the use of funds in South Africa, it would be easier to take into consideration the differences of financial years. Still, it is likely that the transfer of the funds would be delayed in the July-August period as the accounts are closed and audited in South Africa. This need to be considered in advance when making the implementation plans.

Balancing the workload of the coordinator is challenging. It is a definite added value if the coordinator is in control of all activities, but also a significant risk, if there is no other person who understands the whole project management cycle. Stress management and well-being at work should be promoted. Stress would be greatly alleviated with more predictable annual project management cycle. In 2013-2014, the constant changes in reporting guidelines and the uncertainty of timelines etc. have made it impossible to plan the annual work cycle in a meaningful way. All in all, the constantly changing ad-hoc approach to project management creates unnecessary stress which can manifest in sick leaves and burnouts in the worst case scenario.

Financial Reporting

In South, all financial reporting and bookkeeping related to the use of funds has been handled by the coordinator. Northern coordinator compiles the official reporting documents, such as the cost reporting form, for the final reporting which is submitted to AFLRA. The bookkeeping and the account records have been audited in the South by the national auditors. In this term, the auditor will review also the cost report forms as requested by AFLRA.

NOTE TO SELF: Allowing the southern partners to use their own formats can facilitate the reporting as the information can be gathered in an accustomed form. Moving the information from southern forms to joint reporting forms is additional work in North, but on the other hand, the northern coordinator is constantly assessing and going through this information in any case.

Evaluation

Results of the cooperation and success of the project management are evaluated annually in the joint steering committee. LFA is the basis of the project planning and evaluation which enables systematic follow-up of the indicators.

NOTE TO SELF: Two day joint steering committee is an excellent option for thorough, open discussion and information sharing. Joint LFA process promotes equal and common understanding of the expected results of the cooperation.

Good quality planning = good quality indicators = straightforward reporting and evaluation

The follow-up of the indicators, i.e. the impact of the cooperation, would be more systematic if the indicators would be jointly agreed during the planning process. Due to the challenging application process in the spring of 2013 this was not possible for 2013-2014 term. LFM approach can assist with coming up with expected results and indicators. This process has been started in May-June 2014 and will be continued in November 2014, however no joint planning between all southern partners (south-south) can be done during this term.

Communication

In Tampere, the city websites as well as social media (blog and Facebook) are used to share information of the cooperation activities. All reports are also made available for any interested officials or political representatives. The members of the steering committees share information in their own organisations. In addition, specific informational material on the cooperation has been created.

In Mwanza, the cooperation and its results are communicated mainly during the working visits when large numbers of the officials take part in the activities, such as trainings. Internet-based communication is currently not an effective way of sharing information within the city organisation, although a part of the officials are actively using internet-based applications. For example, WhatsApp is used as a weekly communication tool between the coordinators.

NOTE TO SELF: Starting WhatsApp communication with southern partners could facilitate getting quick responses to specific questions. The application is already used by many southern colleagues.

Recommendations for Program Level

Main recommendation is to ensure the predictability of the program cycle. It would be vital to know the dates for reporting and submission of funding applications well in advance in order to effectively plan the activities. Creating an annual program cycle with all key submission dates would greatly improve the quality of the planning, implementation and reporting.

When the timetables are not known, it is difficult for the coordinators to engage the stakeholders from various city organisations in due time. For example, it is difficult to make allocations for self-financing when there is no information of the program's next cycle by the time the annual budgets of city organisations need to be approved by the councils. This and corresponding requirements of the local government organisations can make it difficult for Finnish cities to take part in the program.

NOTE TO SELF: When the cooperation is coordinated from a more flexible organisation that is adjusted to project funding, such as Lahti University of Applied Sciences, it is easier to respond to quick timetables in North. However, the southern partners still need to comply with their decision-making protocols which especially in the case of South Africa can be time-consuming. This restricts the possibilities to allocate self-financing for project activities if the application processes are not clearly scheduled well in advance.

Lempäälä, Kangasala, Ondangwa & Keetmanshoop (Namibia)

Fields of cooperation: 3 components:

- A. Inclusive Governance
- B. Local Socio-Economic Development
- C. Town Planning and Engineering

Partners: Northern LGs: Lempäälä and Kangasala

Southern LGs: Ondangwa, Keetmanshoop (Namibia)

Cooperation period: Started in 2007 through the North-South Local Government Cooperation program

Interviewee: Northern Coordinator, Timo Palander

Time: 21st October 2014, Lempäälä

Project Organisation

Lempäälä and Kangasala are running a NSLGC project jointly with their Namibian partners, Ondangwa and Keetmanshoop. The two Finnish municipalities have long-term experience in international cooperation as they have collaborated in EU-projects since 1990s. The agreement between partners is done jointly in one contract signed by four municipalities. Still, Kangasala and Lempäälä sign separate agreements with AFLRA.

There is a coordinator in each municipality that is permanently employed by the municipality and not dependent on program funding. The reasoning is that the municipalities involved, whether in North or South, benefit through capacity building of the staff. Therefore, it would be counterproductive to have the

cooperation handled by temporary staff since the capacity would be partly lost when the contract ends. Coordinators do the coordination work along their other duties which involve local business and economic development.

Kangasala and Lempäälä have a joint steering committee four times a year. The steering committee involves the chairmen of the councils, the municipal managers, representatives of local business and the directors of economic development. The committee has the mandate to make decisions directly which facilitates and fast-tracks the operations. The submission of applications is approved by the municipal boards. The coordinator has a mandate from the council to sign agreements on behalf of Lempäälä Municipality. In the South, the municipal councils are relatively small, only 7-9 representatives, and thus the council acts as the steering committee in the southern municipalities. A joint steering committee is gathered once a year during working visits. Intention is to always involve a political representative as well.

Note to Self: Strong political involvement = strong top management support = facilitated implementation

Planning and Budgeting

Logical Framework Approach (LFA) has been used consistently in the planning. The process is carried out with Kangasala and southern partners. External expert, Ali Artsalo, has occasionally been used to facilitate the process. The planning process is carried out in a two days' workshop involving all the partners from North and South.

Self-financing

Partners in South have made the 10 per cent self-financing commitment which includes activity costs and personnel costs as well as part of investment costs. In addition, in-kind contributions are made from North. The domestic travelling in Namibia is always covered by in-cash funding.

Note to self: Domestic traveling in South Africa is compensated by the southern municipalities; however this is not currently reported as in-cash funding.

Implementation & Monitoring

Funds are transferred to southern partners approximately three times per year based on a cash-flow plan from South. Financial reporting is requested in the end of the year from South, although more unofficial reporting on the use of the funds is also provided in the course of the year. Funds are used and monitored in South based on the standard municipal procedures. Overall, the financial administration is working effectively and detailed coding facilitates the reporting significantly. There is not a lot of need for compiling the reporting manually.

Note to self: The management is based largely on making a quality budget plan and sticking to it; monitoring is not done consistently from North in the course of the year. This would not be advisable in the partnerships of Lahti at the moment due to the southern partners' limited experience in project management

Note to self: The options for coding different activity costs should be looked into. At the moment, the financial reporting takes about three weeks working time on annual level which is a significant work-input.

Evaluation

Logical Framework Matrix used consistently in the project management.

Communication

Communication between North and South is done on weekly basis. Email is the preliminary means of communication, however the northern coordinator has had a Namibian number since 2001 to enable the southern partners to call with lower cost anytime. In addition, the northern coordinator is using Globetel – service that cuts down the costs of the long-distance telephone calls.

Note to self: Globetel –service should be looked into to decrease administration costs.

Raasepori & Makana (South Africa)

Fields of cooperation:

Technical and infrastructure services

- A. Sanitation development: dry toilets for communities
- B. Water management: water demand minimisation strategies
- C. Waste management: source separation and recycling
- D. Energy: concept for RDP/Township housing with zero-energy and dry sanitation

Education and culture

- A. School twinning: global education, comparative history, culture, society and geography studies
- B. IT capacity building for schools: contact with Finnish schools via Skype, Finnish schools' fund raising (Day's work, "taksvärkki") for South African partner schools
- C. Development of curriculum: eliminating structural resource loss, efficient use of resources, applying Finnish best practices to South African context
- D. Youth culture programs for Townships: "I am, I can" – approach for finding your culture, your identity, empowerment and self-confidence to support development of positive, participatory culture and self-image for townships

Cooperation period: Since 2010 in the North-South Local Government Cooperation program

Interviewee: Northern Coordinator, Börje Mattson

Time:

23rd October 2014, Karjaa

Project Organisation

Steering committee in Raasepori consists of officials involved in the activity components. In South, there is a steering committee that consists of the counsellors from each portfolio committee involved in the cooperation. In North, there are city board members in the steering committee along with the officials. In the future, NGO representatives might be involved in the steering committee if this approach is in line with the program guidelines.

There has been a coordinator appointed in the South, but in practise the coordination has been done mainly from North. Northern coordinator is directly in contact with all component and sub-component facilitators and compiles the reporting as well as monitors how the implementation is proceeding. During each working visit, the partners have a meeting to agree on the next steps and timetable of the activities. The accomplishment of these minutes are followed from North. There are six main sub-components implemented at the moment. Northern coordinator keeps track of contact persons for each sub-component and is in direct communication with all of the sub-component coordinators. In the end of each working visit, a worklist is made to specify the next steps of the sub-components' activities. The progress with the activities as well as minutes of southern meetings are followed up in North.

In a former NGO-based cooperation in South Africa, it had been noted that there are certain problems related to sending funds to South African partners in advance. The funds were send few times a year and full-reporting with receipts was expected before additional funding was made available. It had been concluded that:

- Auditors were very expensive
- Bidding processes are unreliable and there is no way to ascertain lack of corruption
- Different accounting periods cause problems
- Reporting was often delayed

Due to these reasons, as well as the fear of political interference, complexity of the municipal organisation and high-level of bureaucracy, it was decided that this approach would not be implemented in the local government cooperation. Instead, it was decided that the whole financial administration would be handled in North. Furthermore, there are no suspicions of corruptions, when no funds are send to the southern partner.

All monetary transfers to service providers are paid directly from North based on invoices and bidding documents. Southern partner handles the bidding process, but all related documents are send to Raasepori prior to payment. The bidding process is approved both in North and South, contracts are made between Raasepori and southern service providers. All bookkeeping is handled in North.

Note to self: It requires expertise to be able to evaluate the legitimacy of the bidding processes in South from North. The work load will also be relatively higher in North. Benefits are however numerous. The financial risks are minimised, the implementation is less delayed by internal processes in South, the differences in accounting years does not affect the cooperation, the supply

chain of the municipality can be ignored which might increase cost effectiveness and assists for example the inclusion of NGOs.

Note to self: The role of the northern coordinator is central when the whole financial administration is handled in North. Is there enough time to handle this with three cooperation partners? Invoicing might also be problematic. In fact, it would not be feasible with Ghanaian partners as many of the service providers are unable to send invoices and the amount of receipts is huge. It is essential that payments are made to Ho Municipality's account in advance. The payments cannot be made based on receipts as the partners would not have funds to carry out activities on ground.

Planning and Budgeting

Each working visit includes a planning workshop where the next steps of the cooperation are discussed. In practice, the northern coordinator prepares the agenda and proposals for the meetings where the implementation plans, activities and timetables are jointly agreed on. In the education component, the southern partners have taken a stronger initiative to lead the planning of the activities. Logical Framework Approach is used in the planning, however, LFM template and application documents are in practice compiled by the coordinator.

Note to self: In practice, it is very important to keep the planning, monitoring and reporting documents very simple and close to the practical day-to-day operations of the officials involved in planning/reporting. Also, note that the officials need to know the separation between their normal work and the project tasks, i.e. not report on everything they are doing. It is justifiable that the annual reporting to funder is done on different format than the normal internal monitoring of the progress. This is however yet again more work for coordinator in North. On a steering committee level, the strategic progress and indicators of the whole cooperation should be followed based on the program documents. It is important that they are understood also in South.

Self-financing

Self-financing was originally agreed to be provided from South through a high-level delegation's working visit that would involve Executive Mayor, Municipal Manager and counsellors from relevant portfolio committees. The realization of the visit is still unclear. However, the days' work donations from schools can also be reported as self-financing. This sum amounted to approximately 20 000 euros and has been used for procuring computers and IT equipment for schools. In addition, the officials' work input will be reported.

Note to self: School involvement could enable the days-work for Ghana cooperation as well. This would be a considerable input for the self-financing and enable e.g. the school IT capacity development or potentially extension of DT program for schools in Ho.

Implementation and Monitoring

The implementation and monitoring of the activities is based on the work plan and annual schedule documents. The work plan is also the basis of the monitoring and reporting from South. It is important to do timetables even though they are never easy to keep.

Note to self: It would be beneficial to continue the information exchange related to the ecological sanitation programs. In the public DT pilot for villages and schools in Makana, construction of 50-60 toilets has been finalised. The service provider was chosen based on a bidding process and capacitated on the DT concept. The final model was designed jointly. Attention has been paid to durability, safety (lighting, cleared surrounding area) and privacy (option to lock the doors etc.). A toilet guide has been appointed and trained for each village. Next step will be to train the guides on the use of the compost. The guides get a small compensation from the municipality. The training has been handled by students from Finland.

Financial Reporting

The whole financial administration is handled in North. Some challenges have been encountered related to the invoicing. The invoices are often lacking information and several tries are needed before appropriate invoices are received from the southern service providers. It has been considered that the southern partners would be further trained on the invoicing policies and given model invoices, so that they would check the invoices in advance prior to sending to North.

Per diems for southern partners in working visits to Finland have been handled on arrival in cash. The embassy has agreed to invoice Raasepori directly for visa fees.

Compiling of cost reporting is done by the northern coordinator manually from the general ledger. This is time consuming and it has been discussed with the financial officials whether accounting codes could be created so that the different activity components would have their own codes in the bookkeeping.

Note to self: Payments to South Africa have sometimes been challenging and take time. Same challenges with lacking bank details have been encountered and also it is important that the receiver follows-up the transaction. Otherwise, the money can stay in the main branch of the bank and eventually be returned. Clear procedures and instruction are needed for monitoring of the payments and transfers. The southern partners should have an active role in this follow-up.

Note to self: Rustenburg and Madibeng would need different codes in Lahti, even though the project is combined in the view of NSLGC program.

Communication

Northern coordinator is in active direct communication with the sub-component experts in South. Visibility is increased through wide involvement, good press contacts and coverage as well as involvement in local events. Culture and education component's enable wide participation also from civil society. Website is used for sharing of resources and for information. In addition, the cooperation has its own Facebook page.

Note to self: The upkeep of a website for the cooperation linkage is time-consuming and it is challenging to keep the site active. It would be recommendable to have a joint site for the whole

program. This would promote the sharing of resources and good practices between linkages. The site would have more viewers and it could have more dynamic content as there would be more content producers. At the moment, the program website does not include even project descriptions in English and thus it is not usable for the southern partners. A joint website with joint social media pages could create a lively, consistent information sharing and learning forum. This forum would also be a good support structure for new coordinators. A part from North-North interaction, the site would benefit South-South interaction as well as improve abilities to plan joint visits and invite experts from other municipalities to join activities. Coordinators should be involved in planning the site to ensure it serves the purpose and develops into a beneficial tool rather than additional work.

Recommendations

The recommendations presented here are made based on the findings of the peer review process as well as the self-evaluation process.

Developing Project Management of Lahti-Rustenburg-Madibeng-Ho Linkage

This chapter outlines some of the key proposals for developing the internal monitoring of the North-South cooperation of the City of Lahti for future terms.

Project Organisation Proposal

Terms of Reference will be compiled for the following project personnel:

1. Coordinator
2. Assistant coordinator
3. Official responsible of financial administration are named
4. Facilitators (facilitator is named for each subcomponent)

Terms of Reference providing details on the requirements and duties for each task and the qualifications of the chosen officials to perform the task. The process of compiling a Terms of Reference is a good way to consolidate the division of work as well as to secure the top-management approval for each of the officials to use part of their working time on cooperation activities and reporting.

Project personnel	Tasks
<i>Coordinator/Assistant coordinator</i>	1. Political buy-in <ol style="list-style-type: none"> a. ITEMS for Portfolio Committees (South Africa) b. Presentations for relevant subcommittees (Ghana)
	2. Top-management involvement: reporting progress to relevant top-level management structures on monthly basis <ol style="list-style-type: none"> a. Management committee (RSA) b. Executive committee (Ghana)
	3. Compiling monthly and bi-annual reports to North and to top-management
	4. Cash-flow follow-up, approval of payments and transfers
	5. Working visit arrangements; accommodation, transportation, venues, invitations, visa arrangements, working visit program
	6. Secretary of the steering committee and working groups
	7. External communication: involvement of stakeholders, media, newsletters, etc.
	8. Maintaining records and relevant evidence on the implementation of activities
<i>Facilitators</i>	1. Making the action plans and cash flow plans bi-annually based on the annual implementation plans (application)
	2. Implementation of the activities based on the bi-annual action plan

	3. Monthly reporting of the progress made and the use of the funds
	4. Drafting the implementation plans for application process
	5. Expertise exchange; Peer reviews, benchmarking visits, trainings, North-South-South colleague-to-colleague interaction
	6. Overseeing student involvement and facilitating research studies
	7. Take part in the monthly working group meeting
	8. Gathering data on the impact of the activities based on the monitoring plans
<i>Financial Officer</i>	1. Account/vote recording; send to Lahti monthly
	2. Cost report forms filled bi-annually based on the cash flow form
	3. Arrangements of an external audit
	4. Bookkeeping and relevant evidence
<i>Steering committee</i>	1. Approval of the annual implementation plan (application)
	2. Evaluation of the results based on monitoring reports
	3. Joint planning with the northern partners

Table 5. Proposal of project organisation for upcoming terms

Bi-annual Budget Transfers to South

After an annual implementation plan has been approved by the funder and the cooperation agreements have been signed between Lahti and the funder as well as Lahti and the southern partners, the approved funding from Ministry for Foreign Affairs of Finland is transferred to the City of Lahti. The part of the funding that has been budgeted for implementation in South is transferred to the southern partners based on the following process.

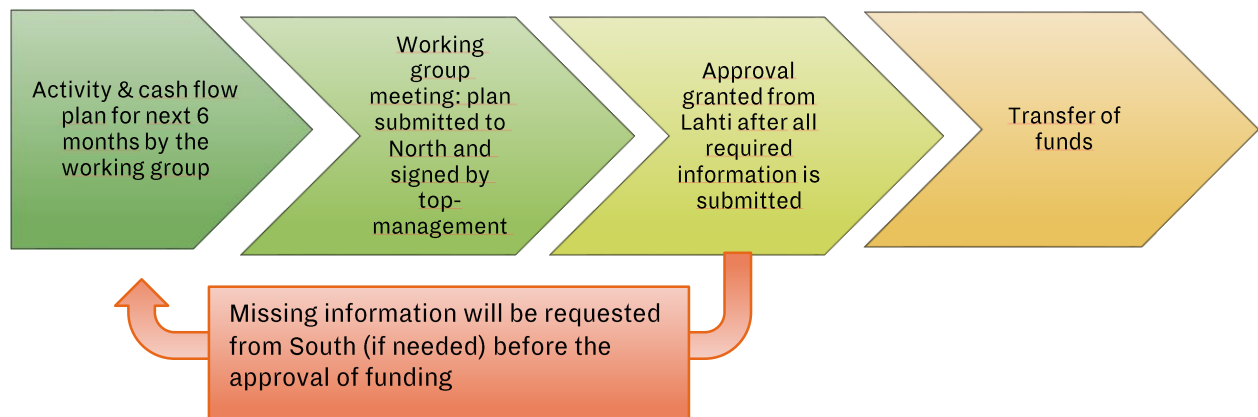


Chart 15. Process of bi-annual budget transfers to South

PROCESS OUTLINE

- Step 1) Facilitators draft an activity and cash flow plan (annex 3) for the following six (6) months period (January-June & July-December) including the following
- Activities and procurement
 - Timetable
 - Responsibilities and stakeholders
 - Cash flow plan (in line with the approved annual implementation plan)
 - Resources and support needed from the working group
- Step 2) Facilitators present their plans in the working group meeting; discussion especially on the following
- How can we support each other?
 - Are there some risks we should acknowledge? How do we prevent them?
 - Are the timetables realistic and do they fit together?
 - Are the budgets in line with the approved annual implementation plan or do we propose changes? If more funds are needed for one activity, where should we take that fund from?
- Step 3) Coordinator compiles the facilitators' reports and the minutes of the meeting to a finalized activity and cash flow plan which is approved by top-management (chairman of the steering committee) and then send to Lahti.
- Step 4) Approval granted from Lahti IF FOLLOWING CONDITIONS ARE MET:
- All required information regarding the planned use of the funds has been submitted
 - The monthly reports from former six (6) month period has been submitted with full detail
 - Submitted plan is in line with the approved implementation plan for that year
- Step 5) Funds transferred and the payment followed-up by the financial officer. Confirmation send to Lahti on the received amount.

Monthly Monitoring Proposal

Reporting should be done on monthly basis to ensure fast response to arising challenges and timely implementation. The proposed form that can be used for the monthly monitoring is available in annex 2. Following a training, the forms should be trial used and discussed with southern partners to ensure that they are easy to use and meet the needs.

PROCESS OUTLINE

- Step 1) Each facilitator compiles a monthly report (template prefilled in Lahti, annex 2) including the following:
- Implementation of activities and progress made
 - Use of funds
 - Alignment and changes to the activity and cash flow plan
 - Potential challenges and support needed from colleagues or from North
 - Delayed activities that are moved to the next month
- Step 2) Each facilitator presents their monthly report in a working group meeting; discussion on the following issues as well as any matters raised from Lahti.
- How can we solve the challenges?
 - What adjustments are needed to the existing activity plan?
 - How can we support each other?
- Step 3) Coordinator compiles the facilitators' reports and the minutes of the meeting as a monthly report which is send to Lahti and presented at a top-management level meeting each month
- Step 4) Feedback from Lahti and top-management is communicated to the facilitators

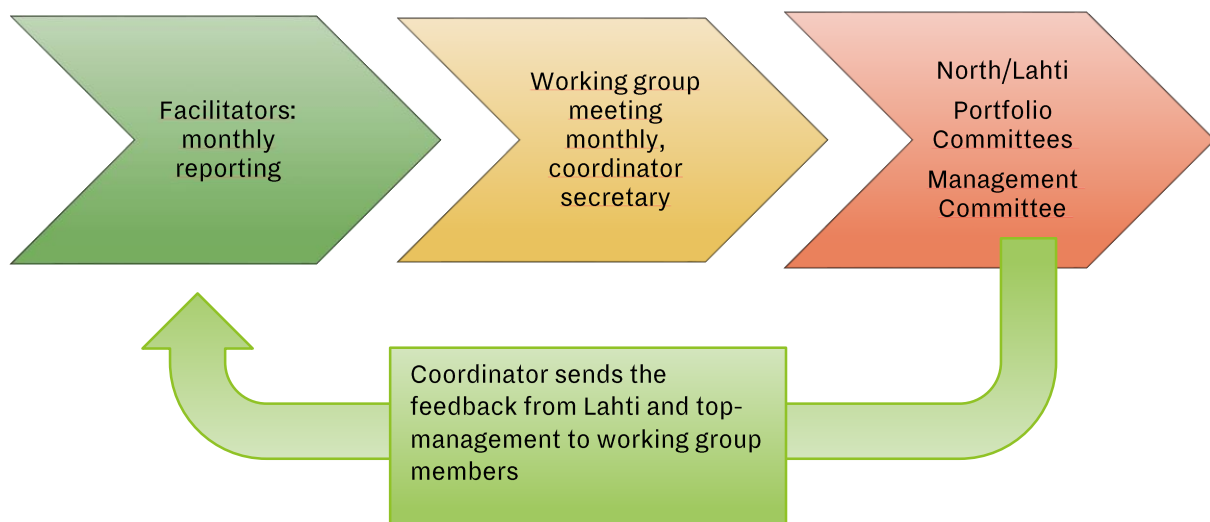


Chart 16. Process of Monthly Monitoring

Recommendations for Program Level Guidance

During the whole self-evaluation process and the peer review interviews certain ideas have been raised that deal with the program level guidelines, support and guidance. The ideas are presented here to be considered in the next phase of the local government development cooperation program.

Project Management Guidelines

In 2013-2014 term many new guidelines were introduced to the project administration. While these guidelines are certainly based on sound principles of, e.g. accountability and comparability, there are practical restrictions on implementing some of these new guidelines effectively.

Procurement guidelines

The NSLGC program requires the partner linkages to follow the Finnish Act on Public Contracts (348/2007) and Finnish Government Decree on Public Contracts (614/2007) in the procurement. In practise, this means that, for example, the demands for the procurement processes are guided by the purchase price limits set in the Finnish standard. This presents the following challenges.

1. Exchange rate fluctuations

In practice, it is difficult for the southern partners to check every purchase against EUR exchange rate of the date. The variations in a course of a year are notable. To illustrate the point in Table 6, which was done in November 2013, the exchange rate for ZAR was estimated to be EUR 1 = ZAR 12 and for GHc EUR 1 = GHc 3.0. A year later, the exchange rate for ZAR was around EUR 1 = ZAR 14 and for GHc EUR 1 = GHc 3.5. It is thus difficult to constantly monitor which limits to use.

2. Differences with the local systems: lacking control with higher price purchases

When looking at the demands for the procurement processes in Finland, South Africa and Ghana, there are actually no major differences. However, when introducing the Finnish price limits what happens is that there is an increased control for small procurement, but less control for more expensive procurement. In other words, the lowest price limit is stricter in Finland compared to partners, but the next two limits are not as strict as in partner countries. The feedback from training in November 2013 was that we are now controlling more carefully the procurement of less than 300-500 EUR, but more loosely the procurement of more than 500 EUR.

In practise of course all of the partners have to follow their own legislation as well. One can ask what the added value of introducing the Finnish system alongside to guide the minor purchases is. This creates a confusing double-system with constantly changing price limits that truly strains the southern partners administration. I hope that it is seriously considered at the program level, do we need to enforce our legislation on a partner country or would their own legislation be sufficient. At least, the added value of this system compared to the disadvantages should be evaluated. Also, the issue could be looked into on a national level, i.e. if the national level of a certain country is deemed sufficient, then the partners could be allowed to simply follow their own protocols. This would be ascertained by an audit.

Purchase (EUR)	Purchase (ZAR)	Purchase (GHc)	Procedure
< 100	< 1 200	300	All documents (check 4. Bookkeeping) should be filed so that procedures can be checked afterwards.
100 - 3 999	1 200 - 48 000	300 - 12 000	All documents (check 4. Bookkeeping) should be filed so that procedures can be checked afterwards Offers should be obtained from at least 3 different suppliers whenever possible. The basis for the selection should be documented and included in the disbursement request. The quotes and reasons for selection shall be annexed to a Progress Report (7.7.4)
4 000 -29 999	48 000 - 360 000	12 000 - 90 000	All documents (check 4. Bookkeeping) should be filed so that procedures can be checked afterwards Selection of the provider shall be made in the first place on the basis of competitive tendering (see 3.8) The quotes and reasons for selection shall be annexed to a Progress Report (7.7.4)
> 30 000	> 360 000	> 90 000	In all cases where the value of a purchase of equipment or services is 30 000 Euros or more, the procurement procedure shall be agreed upon separately beforehand in the Project Application or as its attachment. Since, there are no procurement decisions of this value included in the application, there is no need to determine these procedures in the term 2013-2014

* The exchange rate for ZAR was estimated to be EUR 1 = ZAR 12 and for GHc EUR 1 = GHc 3.0

TABLE 6. Procurement procedures for different level purchases adjusted from the Finnish Act on Public Contracts (348/2007) and Finnish Government Decree on Public Contracts (614/2007) in the procurement

3. EU-wide procurement procedure demanded for procurement exceeding 30 000 EUR

Do I need to say more? There are not in practice many cases where the procurement would exceed 30 000 EUR. In some co-financing incidences this may however occur and, based on the guidelines, an EU-wide procurement procedure is demanded in this case. It is of course advisable to pay extra attention to procurement of this magnitude already in the application phase. However, to subject a procurement process in an African municipality to the EU-wide bidding, seems counterproductive and raises a lot of practical challenges which I am just fortunate enough to have dodged so far.

Travel Allowances

The NSLGC program guidelines stipulate that travel allowances need to be in line with the travel allowance regulations in Finland. Southern partners can compensate their officials travel costs in their home country

based on their own compensation regulations (based on national legal requirements), if the compensation does not exceed the compensation based on the NSLGC program guidelines.

One of the controversies related to this is the fact that when following the Finnish guidelines, a person gets, for example, a significantly smaller per diem allowance when travelling to Finland compared to a person travelling to Ghana or South Africa. Even if the actual costs of living are significantly higher in Finland compared to Ghana or South Africa, as we all know. This fact has raised no complaints as South African partners are compensating their per diem allowances through their own system. Still, it raises questions on the validity of adapting Finnish regulations to foreign administrations.

In practice, the South African travel compensations exceed the Finnish compensation, especially when travelling abroad. As it would be controversial to require the officials to travel with a smaller per diem compensation than what they are legally entitled to in their home country, the per diems are not paid from the project and are not included in the project bookkeeping as counterpart funding. The South African partner municipalities do not, in fact, oppose paying the per diem allowance. Still, I would claim that this cost should be allowed to be captured as self-financing as it is in line with the legislative requirements in South Africa and it constitutes a noteworthy sum annually. As municipal officials are bound to a certain legal framework that guides their work as well as compensations, I see it debatable to ask the municipality to go against that national framework.

Restriction of Interns and Trainees

The constraint to limit the number of interns and trainees to two per year and one at the time has been a restricting some of the planned activities in 2014. Students have been taking part in the project activities for many years in collaboration with officials and experts. Their input comes usually in the form of assistance in gathering of background information, compiling training materials, documentation and reporting on service delivery pilots and so forth. In other words, they can facilitate activities that take extensive working hours, literature research or require prolonged stay in the target country. These activities would be generally difficult to carry out relying only on the work input of busy, over-worked officials and experts unable to commit a lot of working hours, but who are nevertheless enthusiastic to take part and contribute.

I agree that there would not be any point to utilise interns and trainees, if they were left to do this work alone. In that case, the capacity building of official and the colleague-to-colleague interaction would be jeopardised. However, the students are by no means doing the work alone; every step of the way, they are collaborating with northern and southern experts and officials.

For the interns, the chance to work in an African municipality implementing practical projects and pilots is a once in a life time opportunity to gain international experience as well as project management and development cooperation competences. Lahti University of Applied Sciences (Lahti UAS) is keen to offer this opportunity for its students; however, they would prefer to send a team or pair of students to a work placement in a foreign culture for safety reasons and to facilitate adjustment.

This makes sense also in economic terms and when considering the practical arrangements at the target country. For example, the accommodation options available usually allow for more than one student to be housed with the same price. In Ghana, it is often a struggle to find available single bedroom flats with appropriate level of facilities (i.e. shower, toilet) and adequate safety and privacy. It is easier (and cheaper compared to hotel or tourist lodge) to rent a larger house. Therefore, the accommodation costs are usually

the same irrelevant of the number of the students. Thus, in economic terms, it costs the project approximately the same to send four interns to work for three months in Ghana, as it does sending just one intern. Especially since Lahti UAS is also contributing to the work placement by offering a scholarship to the chosen students who are able to use that money to pay their flights.

I would oppose the categorical limitation of the number of interns; preferably the limiting factor could be for example, including the cost of interns to the administration costs that are limited to a certain percentage. On the other hand, if there are opposition towards certain type of student involvement, these specific types could be restricted. In any case, even if there is an interest to limit the number to two per year, this is fine, kindly just allow us to have them in the same time. Otherwise, the interns are not able to work in the target countries.

Support & Training for Coordinators

It has been noted in the course of the term that practical training is essential. Even though, all the reporting guidelines and templates had been documented in the project manual and a day-long training workshop as well as many shorter sessions were held with all of the partners in late 2013, none of the southern partners were able to carry out the financial reporting as planned in 2014. In short, it is not enough to train in theory and provide the instructions, the key personnel in each municipality should take part in a few days or week long training where all steps are followed through in practise. Still, documenting all the procedures to a project-specific manual is an advisable approach in terms of ensuring consistency in the case of personnel transfers.

There was also a two-day financial administration training workshop for the southern project personnel organised by Association of Finnish Local and Regional Authorities (AFLRA) in 2014. The partners of Lahti were invited to take part in the training in Mozambique in June 2014. However, Ghanaian partners were unable to attend as they (as well as the organisers) had been unaware of the needed South African transit visa. All in all, the South African partners had found the training useful, but in practise it has not assisted, for example in the utilisation of the program's forms. Nor did it clarify the conducts related to the external audit and the bidding process for the auditor. Moreover, the fact that the northern partner was not present restricted the creation of common understanding of the guidelines and jointly addressing the challenging issues.

Generally, it can be noted that the cooperation is often relying heavily on few key persons, usually the coordinator or coordinators. To facilitate the adjustment of new coordinators to their work, practical training would be essential. My wish would be that when we move on to the next phase, I would be able to train two officials from each of our partner municipalities on a five day workshop in Lahti in order to go into the details of program cycle, indicators, reporting, planning, forms and templates, financial administration, video conferencing, website reporting, etc. It is more than likely that if there is a gap in the program before starting the next phase, the coordinators or some of them have changed and even more likely that even the old ones are faced with a new type of administrative framework. In this situation it would be important to capacitate the coordinator and assistant coordinator or financial administration official from each partner and to have a chance to jointly finalise and agree on practical arrangements for communication and administration.

It has been mentioned many times by my southern colleagues and involved officials, that they especially value the international experience and competence they are gaining through the participation in the project

activities. Often this a more significant motivation than the overall benefit to the municipality. Considering the meagre salaries, lack of overtime compensations or occasionally even difficulties in receiving compensations for administrative costs related to the work (phone costs, copying etc.), it is beneficial if certain personal benefits are also attainable. Since there are no possibilities for monetary compensations for extra work and hours put into the cooperation activities, it would be an effective way to boost the morale and reward performance to give out official diplomas or certificates for the key persons, such as coordinators and working group leaders, to validate their competences in international cooperation.

Information Webpage Development

I would also propose development of common tools for communication between the linkages and externally to the stakeholders in North and South. My main justifications for a development of a common website for the program instead of each of the projects having their own site are increased collaboration and information sharing. Still, I would also like to point out that maintaining a website takes a lot of time and it would ease the coordinators workload to have a common site where content could be easily submitted by northern and southern coordinators alike. Also, it would be cost effective when no multitude of domains would be needed by each project.

I am sure that the program will in any case have a website; why not a functional one? I would recommend that the coordinators would be involved in the planning of the site from the start. In my view, the site should especially enable active content creation and sharing of best practices, success stories as well as challenges. It would assist also the planning of the project's own communication tools to know what features could be included already in the program-level site.

Ideas for common website

- A. Material bank:
 - a. Sharing travel and progress reports, educational materials, presentations, workshop reports, final thesis, etc.
 - b. Ability to search documents by year, cooperation linkage, language and theme
- B. News & blog:
 - a. Each linkage (if interested) could have their own blog where persons taking part in exchange visits could write their experiences OR the blogs could have different themes and all linkages could contribute to each theme
 - b. The latest posts would be shown on the front page
- C. Basic project description and content both in Finnish and English
 - a. Aims, expected results, activities, beneficiaries,
 - b. Updated contact details for North and South
- D. Calendar
 - a. Program annual reporting and application cycle
 - b. Program's information sharing events and trainings
 - c. Seminars, workshops, expertise exchange visits of the cooperation linkages
- E. Other possibilities:
 - a. Video blog (YouTube)
 - b. Discussion forum/closed Facebook page for linkage coordinators and program representatives

- i. If the coordinators, for example, have a question concerning project management or program guidelines, the question could be posted openly to the forum where the program representatives and peer coordinators could comment.
- ii. It would also enable the coordinators to share a relevant link or news article with others.
- iii. Open for southern coordinators alike

Conclusions

As I can honestly admit, the best way to characterise the implementation of new project management guidelines and southern financial administration in the course of 2013-2014 has been trial-and-error. Even though definitely an effective way for problem solving and teaching a lesson, one can argue that it is not the most desirable approach to administration. Many external as well as internal factors and their combinations have contributed to the situation and there is no point assigning blame. Never mind how rocky the journey, we did reach our destination. At this point, I would claim that we have attained a common understanding of how to effectively implement and monitor a North-South sister-city development cooperation project in three countries with financial administration partially handled by southern partners.

I must say that one of the most fruitful parts of the process has been the peer reviews with my coordinator colleagues. It seems surprising how projects within a same funding program and operating under the same guidelines can have developed such a variety of project management approaches. Differences between target countries, municipal organisations, project objectives and projects' maturity-levels explain the variations to a large degree. Even so, it makes me wonder whether we simply do not share best practices in project management as effectively as we maybe should.

Development cooperation in local government level is still a relatively new approach and there is no long-term research convention to show us the best ways to manage development cooperation in a sister-city setting. The processes of development cooperation run by private consulting companies or NGOs should not directly be applied without taking into account the nature of local government decision making as well as the administration peculiarities and their variations from one country to another.

Fortunately, there are a handful of people in Finland that are true experts of this field, namely the northern coordinators that have been implementing these projects for Finnish municipalities over the NSLGC program history. Many have struggled with similar problems and an opportunity to learn from our experienced colleagues would benefit us all, but especially the beginners.

I would assume, it would be not only in the interest, but in the very nature of the NSLGC program to strive for information flow and expertise exchange between the peer coordinators to build capacity in the management of the sister-city development cooperation projects. I truly hope that different tools and methods for facilitating the interaction between coordinators and experts working in the projects will be jointly created and utilised in the next phase of the NSLGC program. This is important not only for building capacity in project management, but also for sharing the best approaches for service delivery development. A more functional common website would go a long way to start with, but in addition, the possibilities for face-to-face communication are also instrumental. Why not encourage, for example, peer reviews periodically between interested coordinators, especially the newcomers?

All in all, I would say that I take three tangible lessons away from this self-evaluation of the internal monitoring processes of the cooperation. First of all, over the period, I have been constantly reminded of the fact that the quality of the planning process is definitely a key factor determining the success in the implementation and reporting phases. Good quality planning equals well-defined activity plan, indicators and budget which in turn equals clear reporting framework. Hopefully, there will be time, resources and joint planning opportunities available next time we are compiling our implementation plans.

At the moment, our plans are in a good start; we are ready to move from the strategic outlines to detailed implementation plans, our stakeholders are well-involved and our partners are well-advised on the ins and outs of the program's planning framework. It does, however, worry me that the delays in the start of the next phase will force us to start again from the beginning. Staff transfers and certain key development programs in South will alter the operational framework significantly each year. Unfortunately, officials often leave with their knowhow and the new persons need to be capacitated, trained and motivated before they can be effectively involved. Large-scale investments in waste management infrastructure are ongoing in all partner municipalities and the time for capacity building would preferably be before the operations start, not after.

A gap in cooperation activities is always a chance to test the institutional memory and the sustainability of started activities. It can guide us in where we have succeeded and where we have went wrong. Regardless, I still would prefer if at least some of the key activities could be continued without a delay as some of them are just in the lift-off stage and would greatly benefit from colleague-to-colleague guidance and support.

Secondly, a key to successful implementation has definitely been top management involvement. When the top management is monitoring the implementation, challenges are tackled faster and easier, division of responsibilities is clearer and people are empowered with sufficient authority to do their work. Agreeing on the tasks and responsibilities on top management approved Terms of Reference for all the project organisation members as well as a systematic reporting to top-level on regular basis will go a long way to facilitate effective implementation. Empowerment also calls for clear budget allocation of budget for each facilitator.

And finally, as the Finnish ice hockey legend, Mr. Juhani Tami Tamminen, would phrase it, "Keep it simple, stupid". This K.I.S.S. principle states that most systems work best if they are kept simple rather than made complicated. Therefore, I attempted to keep simplicity as a key goal when re-designing the reporting forms and conducts, or at least to avoid all unnecessary complexity. Basically, I made an effort to keep questions to the point and not to ask irrelevant information or information that can be obtained from other sources. If this principle is good enough for the U.S. Navy, I am sure it will work for us as well.

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Part II: Impact of Cooperation



Introduction

In Part II, the key pilots of the 2013-2014 cooperation period are described and evaluated against impact and sustainability criteria. The key pilots chosen for review are community-based waste management and source separation in Rustenburg and Madibeng as well as the pilot for Urine-Diversion Dry Toilet (UDDT) technology for schools in Ho, Ghana. The purpose of this exercise is not only to showcase the results, but to evaluate the planning and implementation process of the pilots in order to improve the processes for the next phase.

The expertise exchange between Lahti, Rustenburg and Madibeng concerning waste issues has been ongoing for several years. There are many challenges in the waste service delivery, but key issues have been identified as 1) lack of material recovery from the municipal waste stream which burdens the landfill management and 2) illegal dumping due to insufficient waste collection services, especially in rural areas and informal settlements. At the same time, it is good to note that national policies demand that any approaches adopted to service delivery should entail high number of employment opportunities as well as create income for the vulnerable groups.

In the terms of Logical Framework Approach, the focal problem that has been taken into the centre of the planning process has been the ineffectiveness and unorganised manner in which material recovery from the municipal waste is carried out. The problem tree build around this focal problem is available in annex 4 as is also the target tree outlining the desirable state of affairs. Looking at the target tree, one can spot the chosen strategies for addressing the focal problem - or attaining the focal target. These include the chosen approaches of the cooperation, i.e. the key pilots.

Current statistics reveal that Ghana is significantly lacking behind on Millennium Development Goal targets with less than 10 per cent of rural population having access to improved sanitation. In Ghana, the adoption rate of household toilets is relatively low compared to other countries of similar economic status. This is especially due to the common practise of shared toilets which are not included in the improved sanitation options. Other contributing factors include households' lack of investment capital and absence of strong socio-cultural norm that would encourage toilet ownership.

The lack of sanitation facilities is equally pertinent in Ho Municipality where open-defecation is a wide-spread practise especially in the rural areas. In Ho, the previously advocated sanitation facilities for rural areas are Kumasi Improved Ventilated Pit toilets (KVIP), Mozambique lined, Mozambique unlined, Samplat and Rectangular pit latrines. The cultural acceptability of these pit latrine technologies is low due to the offensive odours and hot vapour that are associated with spreading of diseases. Moreover, stony ground and water-logging have hindered pit toilet construction in many areas.

Lahti and Ho have identified ecological sanitation development as a key area for cooperation with the focal target being the eradication of open defecation in Ho Municipality (see problem tree and target tree from annex 4). Since 2009, Urine Diversion Dry Toilet (UDDT) technology has been introduced to Ho Municipality through a technical pilot at local schools to confirm technical, economic and socio-cultural sustainability before larger-scale implementation.

In this evaluation, the baseline information and background is presented for South African pilots and the pilot in Ghana. Secondly, the implementation plan for 2013-2014 is outlined as presented in the original application. The plan is followed by the actual realised results. Finally, the sustainability of the results is evaluated based on the sustainability criteria of the program. The evaluation provides insight on where the sustainability is lacking and can give guidance on how to include sustainability considerations to the planning phase more effectively.

To get to the point, how do we evaluate impact of cooperation? In the end of a cooperation term, we use a set of indicators agreed on in the application phase and report based on these indicators what was done and what was the immediate effect. Then what? How do we know that the impact lasts? Will it grow and expand or diminish and disappear? Of course, there is no way to know for sure, other than wait and see. Nevertheless, there are standard ways to evaluate the sustainability which can give us an indication of the likelihood of lasting effect and help us to identify risk factors and positive enforcers of impact.

The five OECD/DAC criteria for evaluation of the cooperation impact are used as a basis of the impact evaluation in this report and are defined as follows:

Relevance	<ul style="list-style-type: none"> • Are we doing the right thing? • What is the significance of the intervention regarding local and national requirements and priorities?
Effectiveness	<ul style="list-style-type: none"> • Are the objectives of the development interventions being achieved? • How big is the effectiveness or impact of the project compared to the objectives planned?
Efficiency	<ul style="list-style-type: none"> • Are the objectives being achieved economically by the development intervention? • How big is the efficiency or utilisation ratio of the resources used?
Impact	<ul style="list-style-type: none"> • Does the development intervention contribute to reaching higher level development objectives (preferably, overall objective)? • What is the impact or effect of the intervention in proportion to the overall situation of the target group or those effected?
Sustainability	<ul style="list-style-type: none"> • Are the positive effects or impacts sustainable? • How is the sustainability or permanence of the intervention and its effects to be assessed?

Table 7. OECD DAC criteria for Evaluation of Development Cooperation (adapted from Austrian Development Agency 2008)

Sustainability criteria is complemented by NSLGC program guidelines to include the considerations outlined in the Table 8.

Environmental factors	<ul style="list-style-type: none"> • Will cooperation have an impact on the environment? • If cooperation has positive impacts on the environment (such as prevention of environmental pollution), what will the impacts be like? • Can the positive impacts become permanent once the fixed-term cooperation project has been completed? • What measures are needed to make the positive impacts permanent once the project funding has ended? • If cooperation has negative impacts on the environment, list these impacts and how they could be minimised.
Socio-cultural factors	<ul style="list-style-type: none"> • Does the cooperation have impacts on equality? • Does the cooperation help to alleviate poverty? How? • Do the technologies and approaches chosen respect local cultural heritage and socio-cultural factors?
Organisational sustainability	<ul style="list-style-type: none"> • Do the activities covered by the cooperation project fall within the scope of activities of the southern municipalities? • Do the cooperation projects place emphasis on the same areas as the local government (e.g. city/municipal or district) strategy work? • Is there a risk involved that the municipal organization could be influenced by third-party (outside) financing and develop into something else than what is emphasised by the local government organization's (municipality's) own development strategies? • Can the exchange of know-how etc. be used to support the capacity of the existing organization? • Are there enough persons (officeholders /employees / elected representatives) in the southern local governments to carry out required activities?
Financial sustainability	<ul style="list-style-type: none"> • Can started pilots be managed with locally available funds after the cooperation period is finished? • Does the municipality have needed funds to perform its duties related to the pilots? How about the other stakeholders? • Is external funding support needed after the project and if yes, has such funding been secured elsewhere? • Have the municipal decision-makers participated in the planning process, and how, and will they participate in the implementation, and how?
Technological sustainability	<ul style="list-style-type: none"> • Has local technology been used or has technology been brought from somewhere else? • Can the technology be maintained and operated on local resources and expertise?

Table 8. Sustainability considerations for key pilots (adapted from the Association of Finnish Local and Regional Authorities 2008)

Alright, it seems that the criteria is ready, let's see how we did!

Aims and Drivers – Relevance of the Pilot

This chapter outlines the aims and drivers of the key pilots, namely the short and long-term objectives as well as the alignment with the development strategies on national and local level. These aspects will give feedback on the relevance of the pilot which is the first evaluation criteria. In other words they will give an indication of what the significance of the intervention regarding local and national policies and development priorities is.

Long-term objective:	Impact attempted to create and sustain in the long-run
Short-term objective:	Expected impacts in the 2013-2014 time period
National policy framework:	How are the objectives of the pilot aligned with the national targets, programs and policies?
Municipal strategies:	How are the objectives of the pilot aligned with the municipal targets, strategies and bylaws?

Community-Based Waste Management

The aim of the community-based waste management pilots has been both to enable income generation for disadvantaged groups and to ensure clean and safe environment for communities in informal settlements and areas without standard municipal waste collection services. Due to lacking land use planning and siting, it is not practically possible to extend standard municipal waste collection services to informal settlements. Therefore, alternative solutions for service delivery are required. Simultaneously, the communities living in informal settlements suffer from poverty, lack of employment opportunities and living conditions that undermine human dignity. Creating wealth from waste is a step in alleviating said poverty and improving the living conditions.

For example, in Marikana, Rustenburg, squatter camps are a common sight and on increase due to housing policies applied in the mining industry (the living-out allowance housing policy) as well as low wages paid by industry and companies contracted to the industries. The contracted companies do not have housing for their employees as they move from one place to another frequently. Squatter camps lack delivery of services such as water, sanitation and waste collection. Rotting waste produces offensive odours and attracts flies, known for transferring diseases. In the informal settlements, the out-of-school young lacking employment options can end up in crime or prostitution which is also apparent from the raised rates of HIV and AIDS around mining communities.

The dump sites at informal settlements and townships pose a danger to the community. These dump sites can contain medical refuse, chemicals or, near mines, even un-exploded explosives. For example according to community reports of Marikana in 2011, dumping was not regulated and there was no waste collection by the municipality. Waste was dumped along river banks with a risk of water contamination. Burning of waste was commonly practised with adverse effect to air quality and the health of the community. Community also reported that some companies were dumping medical waste in the bushes. The reports from Marikana are by no means isolated instances. In fact, they reflect the situation in most informal settlements near the mines in Rustenburg and Madibeng.

The purpose of the community-based solid waste management pilot is to capacitate unemployed and disadvantaged people living in townships and illegal settlements in recycling and upcycling, i.e. making new products out of waste materials. The idea is to capacitate existing recycling groups that form part of the Expanded Public Works Project (EPWP) as well as community groups interested in material recovery, composting or upcycling. The vulnerable groups, out-of-school youth and women, are favoured in the EPWP and form also the main target group for the pilots.

AIMS AND DRIVERS	COMMUNITY-BASED WASTE MANAGEMENT
Long-term objective	<ul style="list-style-type: none"> • Clean and safe environment in cooperation municipalities • Poverty alleviation
Short-term objectives of the local government waste units	<ul style="list-style-type: none"> • Enhance the sustainability of the waste collection programs in illegal settlements by introducing material recovery along with the manual waste collection • Assist the Municipality to address the backlog in rendering waste management services. • Mobilize and engage communities in the management of waste • Provide the beneficiaries with skills through training and capacity building on waste and general environmental management. • Increase awareness of environmental and waste management issues • Reduce the level of poverty among communities through creation of work opportunities
National policy framework	<p>Since 2004, South African government has run an Expanded Public Works Program (EPWP) which provides work opportunities and training for the unemployed. The EPWP entails various environmental initiatives such as working on waste collection and management. Job creation and community empowerment are imperatives that all governmental programs need to be aligned to. EPWP beneficiaries are generally chosen from families without any income and they support a number of dependents with a very modest salary from waste collection. By developing the recycling operations alongside the collection activities, the poverty reduction impact can be maximised.</p> <p>One of the EPWP initiatives is Food for Waste – program implemented by the municipalities in partnership with the Department of Public Works and Independent Development Trust. Many communities continue to experience little or no access to waste collection services and consequently live in unsightly and unsanitary conditions. The concept of the project is to identify unskilled labour from poor households who work a maximum of two days per week and in return receive food parcels. The immediate goal of the programme is to gradually reduce the backlog of households not yet receiving waste collection services. It is expected that by targeting poor households, unemployment and hunger will be reduced.</p> <p>Other positive spin-offs from the project include supporting local municipalities to develop or increase their capacity for waste collection, improving the environments and living conditions of underserved communities, and assisting vulnerable members of poor households by means of an assured food supply.</p> <ul style="list-style-type: none"> • Policy focus: <ul style="list-style-type: none"> ○ Employment ○ Broad-based Black Economic Empowerment

	<ul style="list-style-type: none"> ○ Support for previously disadvantaged groups
Municipal strategies	<ul style="list-style-type: none"> ● Integrated Waste Management Plan in Rustenburg and Madibeng ● Integrated Development Plan in Rustenburg and Madibeng ● Expanded Public Works Project (EPWP) in Rustenburg and Madibeng, including Food for Waste program
Baseline in the beginning of 2013 Rustenburg	<p>Rustenburg had been implementing national 'Food for Waste' –program to complement waste service capacity in areas without standard waste collection service, such as informal settlements. The groups handled collection in illegal settlements and rural areas but the material recovery was unorganised.</p> <p>After the national program was phased out, municipality maintained activities with own funding. The recycling groups operated in the same principle as the previous 'Food for waste'-groups. However, they were paid in cash by the municipality.</p> <p>As a part of waste depot activities in Rustenburg, the formation and operations of local recycling groups has been supported. In January 2013, 50 women recyclers started operating in one ward (Ramochana) initiated by Waste Awareness and Education Office. Also, in early 2013, office started to incorporate existing recyclers (20 women from Marikana) to the activities.</p>
Baseline in the beginning of 2013 Madibeng	<p>Food for waste -program was implemented in 6 areas: Mmakau, Maboloka, De Kroon, Shamburg, Klipgat and Madidi. After the national program was phased out, municipality had maintained activities. However, the recycler groups were paid in cash by the municipality rather than food parcels. In addition, the community-based recycling initiatives had been implemented in the following two areas with the assistance of Waste and Environmental Management Unit:</p> <ul style="list-style-type: none"> ● Recycling and composting groups in Bokfontein. ● A recycling group in Sisonke (Maboloka).

Table 9. Baseline and drivers of the Community-Based Waste Management Pilot

Source Separation of Household Waste

Department of Environmental Affairs of South Africa has conducted numerous studies that have clearly illustrated that there are capacity constraints that hinder effective waste service delivery by local municipalities. Municipalities lack capacity including but not limited to: landfill operations, waste collection planning and administration, separation at source and refuse collection. Municipalities lack behind in their legal requirements for service delivery and fail to deliver on the development of source separation and material recovery promoted by the National Waste Management Strategy (NWMS) launched in 2011. Rustenburg and Madibeng face similar challenges and the expertise exchange with Lahti has provided a welcomed practical training and benchmarking opportunity for the officials to facilitate and boost the development of source separation solutions.

AIMS AND DRIVERS	SOURCE SEPARATION OF HOUSEHOLD WASTE
Long-term objective	<ul style="list-style-type: none"> ● Clean and safe environment in cooperation municipalities ● To incorporate the principles of the internationally acceptable waste

	<p>management hierarchy into daily, as well as short to long-term, waste activities and planning.</p> <ul style="list-style-type: none"> • Poverty alleviation
Short-term objectives	<ul style="list-style-type: none"> • Strengthening the existing source separation initiatives, such as the operational development of the Pilleri II public drop-off station model • Identifying a suitable technical and service models for waste management development for enhancing material recovery from the municipal waste streams
National policy framework	<p>The Polokwane Declaration signed in 2001 set targets of zero waste to landfills by 2022 and to reduce the same by 50 per cent by the year 2012.</p> <p>The South African National Waste Act of 2008 encourages all municipalities to implement waste separation at source. Some of the big metro councils are currently piloting household recycling, but many smaller municipalities are struggling due to failing infrastructure and lack of adequate waste management practices. Illegal dumping is a continuous challenge that needs to be addressed in a holistic manner.</p> <p>The National Waste Management Strategy that was approved in November 2011 is an important milestone in the process of implementing the Waste Act of South Africa and in establishing an integrated approach to waste management across the government and wider society. The strategy promotes recycling, material re-use and separation at source. It also aims to improve waste service delivery and landfill management.</p>
Municipal strategies	<ul style="list-style-type: none"> • Integrated Development Plan in Rustenburg and Madibeng • Integrated Waste Management Plan in Rustenburg and Madibeng <ul style="list-style-type: none"> ○ To reduce the amount of waste that is disposed of at landfill by the continual support of private and community waste minimization and recycling projects and initiatives, and the development of municipal projects. ○ Minimise adverse social and environmental impacts related to waste management and thereby improve the quality of life for the communities. ○ To assist in the development of skills and capacity within the Waste Management Unit, to ensure successful implementation of the IWMP.
Baseline in the beginning of 2013 Rustenburg	<p>Watervall landfill site was under construction to be completed in 2014/2015 financial year. At the time, Townlands landfill is the only waste disposal facility. The site was due for closure in earliest possibility due to hazardous working conditions of the reclaimers and the fact that the site was long past the end of its lifespan and caused negative effects to surrounding communities. The number of reclaimers on the site was high.</p> <p>Two-bag source separation system is used at the Royal Bafokeng Administrated area. However, Rustenburg waste unit does not offer any source separation facilities for household waste, except for garden waste collection at transfer stations.</p>

Baseline in the beginning of 2013 Madibeng	Madibeng LM was in the process of reviewing the Integrated Waste Management Plan (IWMP) to better reflect the goals of minimization, reuse and recycling of waste. There is a recycling facility at the Kosmos transfer station, which was not in use at the time, although operated earlier. Still, there were plans to develop the recycling activities at the transfer station in the future.
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Table 10. Baseline and Drivers of the Source Separation Pilot

Urine-Diversion Dry Toilets for Schools

A state of sanitation study made in 2012 as a part of the Municipal Environmental Sanitation Strategy and Action Plan (MESSAP) revision process revealed that the number of private improved sanitation facilities (WC, KVIP and VIP) in Ho Municipality is 6346 while the estimated population was approximately 284 000. Majority uses public latrines, but about half of the zonal councils do not have any public latrines. Deriving from the Millennium Development Goal Targets, the aim for sanitation coverage is 70 per cent. With the current population development, more than 5000 private latrines needed to be built annually from 2012 onwards to achieve the target by 2015.

In Ho, the promotion of private latrines is done by the municipal officials with the mobility resources from the national Community-led Total Sanitation (CLTS) program that focuses on low-cost models for communities, i.e. different pit latrines such as KVIP. However, it seems that the KVIP while cheaper to build, is not very popular compared to WC. Pit latrine has a low user convenience due to the smell and it is not possible to build it in water-logged or rocky areas. It has been noted by the local officials that many of the problems associated with the KVIP are solved by the urine-diversion dry toilet (UDDT) technology. The suitability of the technology has been studied through a school DT pilot launched in 2009.

In the start of 2013, it was evident that there was a genuine interest and commitment to the promotion of the UDDT technology in Ho municipality. This is best demonstrated by the fact that construction of new institutional dry toilets was included also into the Municipal Environmental Sanitation Strategy and Action Plan (MESSAP) of Ho published in 2013. There was a drive to expand the use of DT technology in Ho which is especially based on the concept of organic fertilisers. Meanwhile it had become essential to secure the results achieved so far, and to ensure the proper maintenance of the existing DT facilities as well as the possibilities to utilize the end product (i.e. urine fertilizer and compost) in a safe and sensible manner.

AIMS AND DRIVERS	URINE-DIVERSION DRY TOILETS FOR SCHOOLS
Long-term objective	<ul style="list-style-type: none"> • Open-defecation free Ho • Clean and safe environment
Short-term objectives	<ul style="list-style-type: none"> • To implement a sanitation system that provides a permanent and sustainable infrastructure for schools • Finding a suitable model for sanitation service delivery in economic, socio-cultural, environmental and technical terms • To sustain user-base for the end products and ensure their safe and effective utilisation
National policy framework	<ul style="list-style-type: none"> • Community-led Total Sanitation • National Environmental Sanitation Strategy and Action Plan (NESSAP)

International Framework	<ul style="list-style-type: none"> • Millennium Development Goals
Municipal strategies	<ul style="list-style-type: none"> • Municipal Environmental Sanitation Strategy and Action Plan (MESSAP) • Medium Term Development Plan
Baseline in the beginning of 2013	<p>In the beginning of 2013, there were 4 pilot schools with DTs totalling to approximately 2000 users. All schools are in the Ho Town area and were previously lacking toilets.</p> <p>At the time of the programme suspension in mid-2012, two new DTs for schools had just been finalised. The programme suspension and unfinished municipal support processes for the DT pilots led to maintenance problems at the schools. School Health Committees had been formed and a DT Manual compiled to assist the municipality, but due to the suddenness of the break, there was a lack of direct interaction and many of the maintenance processes remained incomplete. The training of the schools was inadequate and the responsibilities between schools and the municipality had not been clearly agreed as the cooperation was in midterm.</p> <p>Field trials with urine fertilizer had been carried out by Ho Polytechnic, Agricultural Engineering Department, in 2011 and 2012. In 2012, the test was carried out also with compost. Safety and effectiveness were established. Ho Polytechnic Agricultural Engineering Department had implemented the research results and tests in the curriculum of Agro Business –studies. Ho Polytechnic was also advocating the use of urine in local media.</p>

Table 11. Baseline and Drivers of the Urine-diversion dry toilet pilot



Picture 8. Urine-Diverting Dry Toilet, Ho Polytechnic Primary School

Implementation Plan 2013-2014

The implementation plan presented here is a part of the plan included in the application submitted to the Association of Finnish Local and Regional Authorities (AFLRA) in May 2013.

Pilot	Activities	Timeline	Expected results	Indicators
Community-based waste management for unserved areas, South Africa	Support for the development and expansion of the community-based composting and recycling pilots <ul style="list-style-type: none"> • Technical support • Training and workshops • Evaluating new potential initiatives 	2014	<ul style="list-style-type: none"> • Empowerment of disadvantaged groups ; alleviating poverty • New community-based waste management initiatives explored and adjusted for the conditions of RLM • Expansion of existing community-based initiatives • Improved state of environment 	<ul style="list-style-type: none"> • Number of local groups involved in the community-based waste management initiatives • Number of trainings and workshops held (incl. number of participants) • New initiatives or solutions adopted for community-based waste management and material recovery
	Workshop for waste and environmental management officials (North-South-South) on the community-based waste management initiatives success stories and challenges	March 2014		
Source separation of household waste, South Africa	Support for Pilleri II implementation <ul style="list-style-type: none"> • Training and expertise exchange on safety • Expertise exchange visit from Lahti to review the development (March 2014) • Operational plans developed jointly 	2014	<ul style="list-style-type: none"> • Support for the accomplishment of the Integrated Waste Management Plan (IWMP) goals • Strengthening the source separation initiatives • Identifying a suitable technical and service model for waste management development • Identifying potential market opportunities for 	<ul style="list-style-type: none"> • Operational plan for Pilleri II established • Number of trainings and workshops held (incl. number of participants) • Number of suitable waste management technologies identified and evaluated
	Expertise exchange visit to Lahti (2-3 officials from RLM and 2-3 official from MLM): expertise exchange on: <ul style="list-style-type: none"> • Source separation and material recycling in Lahti • Waste-to-energy (biogas production and energy waste gasification) • Waste collection points and hazardous waste collection 	May 2014		

	<ul style="list-style-type: none"> Workshops on solving challenges related to the operations of Pilleri II and other source separation initiatives 		Finnish Cleantech sector companies	
	Identifying waste management technology needs and finding solutions; 3-4 technological and operational challenges identified and solutions explored jointly	2014		
	<p>Peer review visit to MLM from Lahti to review the waste management development (2-3 officials)</p> <ul style="list-style-type: none"> Specific challenges identified in August 2014 -> focus points of the review Support for the IWMP development priorities; finding solutions for improving the implementation of waste services 	March 2014		
Urine-diverting Dry Toilet Technology for Schools, Ghana	<ul style="list-style-type: none"> School Health Committee training Status-review of the DTs 	June 2013	<ul style="list-style-type: none"> DT schools' Health Committees capacitated to handle the whole maintenance cycle Environmental Health Unit and Municipal Water and Sanitation Team established institutional memory of the whole DT process; monitoring, promotion and implementation processes documented Ho has the ability to independently expand the DT technology 	<ul style="list-style-type: none"> Updated and tested DT manual Number of School Health Committee trainings and participants Peer review evaluation on the DT pilot's sustainability User questionnaires
	<ul style="list-style-type: none"> Peer review of the DT pilot 	November 2013		
	<ul style="list-style-type: none"> Review and update of the DT manual 	2013-2014		
	<ul style="list-style-type: none"> Final review of the DT pilot and exit strategy for the N-S project 	June-July 2014		

	<ul style="list-style-type: none"> Political involvement; awareness-raising for assembly members and the Water and Sanitation sub-committee 	November 2013	<ul style="list-style-type: none"> Approximately 800 new DT users and introduction to two new communities Political buy-in for DT established Inclusion of DT to the School of Hygiene curriculum Potential to introduce DT to other areas in Volta Region evaluated 	<ul style="list-style-type: none"> Number of new users Number of School Health Committee trainings and participants School of Hygiene curriculum Number of Assembly member meetings and participants (feedback)
	<ul style="list-style-type: none"> Building 2 new DTs for schools in Ho; User education and training of the School Health Committees 	From September 2013 onwards		
	<ul style="list-style-type: none"> Involvement of stakeholders to spread the message; Community Water and Sanitation Agency & School of Hygiene etc. 	2013–2014		
	<ul style="list-style-type: none"> Field tests with urine and compost in cooperation with the Ho Polytechnic Agricultural Engineering Department; Effects in the minor growing season 	May-October 2013 May-August 2014	<ul style="list-style-type: none"> Scientific prove of the effectiveness and safety of urine and compost fertilizers established under the conditions of Ho Agricultural Extension Officers capacitated to handle the promotion of the organic fertilizers Local farmers use urine independently 	<ul style="list-style-type: none"> Number of Agricultural Extension Officer trainings and participants Number of farmer trainings and participants Number of farmers using organic fertilizers Number of field tests conducted and the results
	<ul style="list-style-type: none"> Training of Agricultural Extension Officers (AEOs); creating a plan for farmer outreach 	June-August 2013		
	<ul style="list-style-type: none"> Workshops and outreach programs for farmers 	From August 2013 onwards		

Table 12. Implementation plan 2013-08/2014: Application submitted in May 2013

Achieved Impact

This chapter provides data for evaluation of the effectiveness, efficiency and impact of the cooperation in 2013-2014.

Pilot	Expected results	Realised Budget in 2013-2014	Indicators/Realised results	Unexpected Outcomes, Remarks & Challenges
Community based waste management /Rustenburg	<p>Empowerment of disadvantaged groups; alleviating poverty</p> <p>New community-based waste management initiatives explored and adjusted for local conditions</p> <p>Expansion of existing community-based initiatives</p> <p>Improved state of environment</p>	<p>Project funding in South: 4,217.20 €</p> <p>Project funding in North: 96.64 €</p> <p>Self-financing in South: 1,868.69 €</p> <p>TOTAL: 6,182.53 €</p>	<p>Recycling groups were established and capacitated in Ramochana and Marikana. Beneficiaries include 100 unemployed and unskilled women from the aforementioned wards. This is an increase of 30 women since the baseline in 2013. In addition, the groups have been joined by women from Sondela and Ikemeleng informal settlements bringing the total number to 150.</p> <p>Recycling groups were given training on ways to create self-employment through recycling and upcycling* activities. In total, there were three major workshops and five minor workshops for the groups in 2014.</p> <p><i>*Upcycling = new value-added products made from recycled material (Handicrafts, small-scale manufacturing)</i></p> <p>New approaches to utilize recycled materials were piloted with the groups: composting of garden waste, manufacturing shoe polish from plastic waste and cushion manufacturing from disregarded fabric left-over from swopping**. The manufactured shoe polish is awaiting for council approval and branding. Once the product is approved, it will be launch to market and used for fundraising purpose by recycling club members.</p>	<p>Next steps: The education for the groups should still be ongoing; the recycling groups should be formalized to recycling cooperatives in cooperation with Local Economic Development (LED) officials of Rustenburg to strengthen entrepreneurial skills (e.g. project and finance management skills) and to support creation of sustainable business models.</p> <p>Challenges: The groups are currently relying on support from the municipality to gather sufficient income; the recycling activities are merely complementing the income from the standard waste collection service. While the groups are implementing municipal programs, they require also monitoring which should be done in a more regular basis.</p> <p>Community liaison officers have been appointed for these areas, but the follow-up and monitoring plan still has to be implemented.</p>

			<p><i>**Swopping –program in Rustenburg: A method of recycling old clothes and any household equipment whereby recycling members agree on how many items they pool together for exchange. With this project the members are promoting the principle of “your trash is my treasure” and also the principle of “don’t throw it away! Throw it my way.” The final left overs are then recycled in the form of chopping and to be used to manufacture cushions and pillows.</i></p>	<p>Major challenge for the recycling activities is transportation. There are companies that come to collect the separated waste, but economic viability depends on the gathered volume and distance. The development of logistics is one of the key issues in enhancing the sustainability of the community-based recycling groups’ operations.</p>
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Pilot	Expected results	Realised Budget in 2013-2014	Indicators/Realised results	Unexpected Outcomes, Remarks & Challenges
Community based waste management /Madibeng	<p>Empowerment of disadvantaged groups; alleviating poverty</p> <p>New community-based waste management initiatives explored and adjusted for local conditions</p> <p>Expansion of existing community-based initiatives</p> <p>Improved state of environment</p>	<p>Project funding in South: 16 414.57 €</p> <p>Project funding in North: 1 238.76 €</p> <p>Self-financing in South: 10 991.84 €</p> <p>TOTAL: 28,645.17 €</p>	<p>With the assistance of the cooperation community based waste management activities were extended in two areas namely:</p> <ul style="list-style-type: none"> • Khalamtwana • Zandfontein <p>Municipality managed to employ 22 community beneficiaries (Khalamtwana 11 and Zandfontein 11) to manage waste in their areas. The cooperation assisted with the resources that includes refuse bags, bulk containers and minor tools. Beneficiaries work 3 days per week earning 1200 ZAR per month; two days per week are spend litter picking and one day collecting waste bags from the households of the informal settlement; waste bags are distributed to the households by the beneficiaries; other two days can be used for recycling activities which were initiated in November 2014.</p> <p>Beneficiaries are chosen by the counsellors based on poverty alleviation principles; focus is on families with no members who are working. Beneficiaries are on one year contract after which a new team is chosen; the idea is to capacitate the beneficiaries so that they would receive employment easier. This has proven to be an effective approach as only in Zandfontein already four employees were replaced after August due to former beneficiaries finding employment elsewhere.</p> <p>The communities in the benefitting areas have been content with the program because their areas were turned from health hazard to clean and healthy environments.</p>	<p>In the future, Madibeng is planning to continue extending the waste management services to informal settlements and villages not receiving waste management services through community based waste management approach.</p> <p>The sustainability of the results depend on whether the community will volunteer to do the job once the Municipality can withdraw from giving them a stipend. However in some areas, there are groups volunteering to do recycling and waste management without a stipend.</p> <p>Major challenge for the recycling activities is transportation. There are companies that come to collect the separated waste, but economic viability depends on the gathered volume and distance. The development of logistics is one of the key issues in enhancing the sustainability of the community-based recycling groups' operations.</p> <p>During the project period, there were some delays in procurement of resources due to Supply Chain Management. There has been difficulties in sourcing quotations, different companies not responding</p>

			<p>In addition, number of recyclers benefitted from the cooperation support for technical upgrading and capacity building workshops.</p> <ul style="list-style-type: none"> • Letlhabile group (4 beneficiaries) • Legonyane group (16 beneficiaries) • Bokfontein group (21 beneficiaries) • Oukasie (14 beneficiaries) <p>The recyclers used the recycled material to produce useful handmade resources like furniture, hats, mats, flower pots, shoes, bags, sun catcher and wonderbag (for cooking)</p>	<p>to the request for quotation.</p> <p>As the approval of participating areas depends on high level authorities, the plans were changed partly. Khalanyoni was identified by both North & South Coordinator and steering committee as a target community but was not approved by the Municipality. Khalamtwana was the one approved the Municipality instead which was not contested by the steering committee as the situation was similar.</p>
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Pilot	Expected results	Realised Budget in 2013-2014	Indicators/Realised results	Unexpected Outcomes, Remarks & Challenges
Source separation of household waste /Rustenburg	<p>Support for the accomplishment of the Integrated Waste Management Plan (IWMP) goals</p> <p>Strengthening the source separation initiatives</p> <p>Identifying a suitable technical and service model for waste management development</p>	<p>Project funding in South: 5 925.40 €</p> <p>Project funding in North: 15 407.71 €</p> <p>Self-financing in South: 0 €</p> <p>TOTAL: 21,333.11 €</p>	<p>The expertise exchange and peer review activities have supported especially the implementation of the Integrated Waste Management Plan (IWMP) components of Waste education and awareness strategy and Waste Disposal Strategy which includes the material recovery and waste minimisation strategies.</p> <p>In March 2014, a follow-up peer review was conducted by Mr Kimmo Helenius from Päijät-Häme Waste Management Ltd on waste collection service delivery of Rustenburg. The purpose of the peer review was to:</p> <ul style="list-style-type: none"> • Highlight key development priorities of the waste management service delivery • Evaluate the progress made with previously identified challenges • Provide tangible recommendations for tackling the challenges in the short term and long term <p>The review visit also enabled the capacity building of the waste unit officials on the operations of drop-off and material recovery facilities. This was further continued during the expertise exchange visit to Lahti in May 2014 where Ms Dineo Mapholo and Mr Karabo Matsemela took part in. Ms Mapholo and Mr Matsemela are the officials who are in charge of the operations at the new Waterval landfill and the capacity building was focused on the operations of new structures that are implemented in the landfill, e.g. drop-off stations and material recovery facilities. Waterval landfill site was opened for use in January 2015 and includes facilities for Material Recovery and public drop-off.</p>	<p>There are a lot of projects and new facilities in the pipeline; still timelines for implementation have delayed frequently with various projects. This makes it difficult to assess the final effects of the cooperation.</p> <p>Rustenburg has been successful in securing national Municipal Infrastructure Grant (MIG) funding for many of the projects in the past and is a likely candidate for further funding due to their proactive and innovation-oriented approach.</p> <p>The aspiration for being a forerunner in the waste management service delivery is in line with the city's strategic vision of becoming a world-class city where all communities enjoy a high quality of life. The top management including the Mayor have been very supportive of waste management development. Commitment of cleaning the town can be seen also from the weekly clean-up campaigns lead by the Mayor's office.</p> <p>In 2014, Rustenburg has introduced its new overall strategic, socially-centred and sustainable waste management development program "Go Tlogela Boswa" - Leaving Only a Legacy. It is a comprehensive</p>

			<p>The components of the Waterval General Waste Disposal Facility are a landfill site, a materials recovery facility; a composting facility; and a disposal area for the public. Only general waste, i.e., that which is not dangerous, will be accepted at the waste facility. The landfill would be classified as a “G:L:B-” site in terms of the Department of Environmental Affairs.</p> <p>Temporary Pilleri II waste drop-off site started operations at the waste depot site in 2013. Since July 2013, there have been 12 recyclers and a supervisor working at the site to recover materials for recycling.</p> <p>In 2014, the users of the temporary Pilleri drop-off site were registered and data has been collected on the volumes of waste stream coming to the site. The data and registry will be used to assist the planning of the drop-off stations and the upcoming permanent Pilleri station.</p> <p>The final structure for Pilleri II has been designed and the construction is budgeted for 2014-2015 financial year. Project has supported the related staff training and capacity building in Rustenburg.</p>	<p>strategy outlining the practical pilots and projects that are to be implemented in short to medium term. The Go Tlogela Boswa Programme is a systems approach focusing on:</p> <ul style="list-style-type: none"> • Efficient waste service and environmental protection • Waste education and awareness • Technical skills development • Facilitation of job opportunities through Small, Medium and Micro-sized Enterprises development in waste • Innovative linkages with other community activities <p>This program has been strongly influenced by the interaction with the Finnish experts. Finnish experiences have contributed for example to the inclusion of deep bin collection network, drop-off centres with source separation, strive for public-private sector collaboration and business creation as well as the creation of an independent waste entity with business operations approach to enable effective service delivery.</p>
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Pilot	Expected results	Realised Budget in 2013-2014	Indicators/Realised results	Unexpected Outcomes, Remarks & Challenges
Source separation of household waste /Madibeng	<p>Support for the accomplishment of the Integrated Waste Management Plan (IWMP) goals</p> <p>Strengthening the source separation initiatives</p> <p>Identifying a suitable technical and service model for waste management development</p>	<p>Project funding in South: 9 141.71 €</p> <p>Project funding in North: 14 137.23 €</p> <p>Self-financing in South: 0 €</p> <p>TOTAL: 23,278.94 €</p>	<p>In 2013, a group of women recyclers at the landfill site was formalized; assisted to register as a formal cooperative. About 2 per cent of the waste entering the landfill is reclaimed.</p> <p>In March 2014, a waste management planning and expertise exchange visit was conducted by Mr Kimmo Helenius from Päijät-Häme Waste Management Ltd. The visit enabled the capacity building of the waste unit officials on the operations of drop-off and material recovery facilities.</p> <p>This expertise exchange was further continued during the expertise exchange visit to Lahti in May 2014 where Mr Lucky Motlhoki and Mr Thapelo Ngwato took part in. Mr Motlhoki is the Superintendent for waste disposal and thus in charge of developing the material recycling operations at transfer stations and landfill site.</p> <p>As a result of the expertise exchange, a source separation pilot was planned for Pekanwood (776 houses) and Kosmos Ridge (268 houses) gated estates located near the Kosmos transfer station where the material recovery facilities have been left unused due to difficulties in recovering sufficient flows of recyclables from the transfer stations.</p> <p>The gated estates do not allow reclaimers to enter, so the waste streams go generally directly to the landfill and due to the high-income of residents, the waste volumes per household are relatively high. However, Municipality managed to organise two-bag source separation system with the estate managers to complement the municipal waste collection service.</p>	<p>Next steps:</p> <p>The source separation pilot was launched only in January 2015 due to delays and the fact that the launch could not take place in the holiday season in December. Sustainability is yet to be seen and will be determined by the success of the source separation and the recycling potential.</p> <p>Now that the source separation pilot has been launched, a study needs to be conducted for determining the content of the waste stream from Pekanwood and Kosmos Ridge in order to reveal the success of the source separation as well as the economic potential of source separation in these estates. In addition, the experiences of the residents should be studied. These studies would assist in determining the extension potential of the two-bag source separation pilot.</p> <p>The education for the groups should still be ongoing; the recycling group at Kosmos transfer station should be identified and formalized as a cooperative in cooperation with Local Economic Development (LED) officials to strengthen entrepreneurial skills (e.g. project and finance management skills) and</p>

			<p>Depending on the results, Madibeng aims to expand the pilot soon to other nearby estates which will enhance the financial income as more resources are coming in for the recycling groups at Kosmos transfer station. Municipality benefits from rising recovery rates through prolonged landfill lifespans and increased economic activity.</p>	<p>to support creation of sustainable business models.</p>
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Pilot	Expected results	Realised Budget in 2013-2014	Indicators/Realised results	Unexpected Outcomes, Remarks & Challenges
<p>Urine-diverting dry toilets for schools</p>	<p>SUSTAINABILITY OF UDDT PILOT</p> <p>DT schools' Health Committees capacitated to handle the whole maintenance cycle</p> <p>Environmental Health Unit and Municipal Water and Sanitation Team established institutional memory of the whole DT process; monitoring, promotion and implementation processes documented</p> <p>Ho has the ability to independently expand the DT technology</p>	<p>SUSTAINABILITY OF UDDT PILOT</p> <p>Project funding in South: 3 196.77 €</p> <p>Project funding in North: 27 084.97 €</p> <p>Self-financing in South: 0 €</p> <p>TOTAL: 30,281.74 €</p>	<p>Facility management plans and contracts were finalized in a joint planning process in 2014 based on the feedback and recommendation made in the peer review.</p> <p>Also, the entire cycle of the institutional dry toilet program, including the whole process from the introduction to the school to the use of the end products has now been documented with emphasis on the municipal officials' roles and responsibilities. The cycle will include a 2-year pilot phase during which the beneficiary school will receive support from the municipality in form of training and capacity building to ensure safe use of the end product. This information is compiled to the revised DT manual which was also updated on the part of the educational posters and materials.</p> <p>The minor design defects related to e.g. corrosion of metal piping and inappropriate girls' urinal design were fixed in 2014 for all the schools before the signing of the Facility Management Contracts that handover the total facility management responsibility to the schools.</p> <p>Two workshops and practical training days were held with all the pilot schools to capacitate the School Health Committees prior to the final handing over.</p>	<p>Sustainability considerations:</p> <p>The process has highlighted the importance of official agreements, establishment of organizational memory and systematic stakeholder involvement and communication. In addition, the technical sustainability, strong response mechanisms for solving problems and understanding the motivations of beneficiaries and stakeholders were highlighted in the process.</p> <p>In the case of dry toilet, one of the main findings was that it is necessary to ensure that same partner is both responsible for the maintenance and benefitting from the end product directly.</p> <p>Key result:</p> <p>It has been agreed that the UDDT design will be recommended for new schools instead of KVIP (Kumasi ventilated improved pit latrine); municipal engineers support and they give the recommendation.</p>

	<p>EXPANSION OF UDDT PILOT</p> <p>Approximately 800 new UDDT users and introduction to two new communities</p> <p>Political buy-in for UDDT established</p> <p>Inclusion of UDDT to the School of Hygiene curriculum</p> <p>Potential to introduce UDDT to other areas in Volta Region evaluated</p>	<p>EXPANSION OF UDDT PILOT</p> <p>Project funding in South: 21 209.89 €</p> <p>Project funding in North: 17 040.46 €</p> <p>Self-financing in South: 4 242.82 €</p> <p>TOTAL: 42,493.17 €</p>	<p>Atikpui R.C. Primary and Kpenoe E.P. Primary schools were selected based on the new selection protocol detailed in the updated DT manual. Schools are in rural communities with strong agricultural interest and they have officially committed to funding and organising the maintenance before the construction started.</p> <p>Two No. 6-seater UDDT facilities were constructed to the two schools benefitting in total around 800 pupils; opened for use in November.</p> <p>Expansion potential to new UDDT applications has been discussed over the term and one of the approaches that is deemed interesting is public UDDT. To get background on the possible technical design and service model, a final thesis was conducted by Ms Emilia Osmonen.</p> <p>The economic impact of the use of organic fertilisers was studied in the final thesis by Ms Anni Knuuttila. This information is used for motivating the expansion of the UDDT pilot as well as for securing political buy-in.</p>	<p>Discussions with the Community Water and Sanitation Agency (CWSA) have been held concerning their potential role in promotion of UDDT regionally. It has been agreed that a common WASH forum will be organised in the upcoming cooperation term to support the involvement of regional stakeholders and potential sponsors.</p> <p>Next steps: Networking with local NGOs is seen as an important next step.</p>
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	<p>USER-BASE FOR ORGANIC FERTISERS</p> <p>Scientific prove of the effectiveness and safety of urine and compost fertilizers established under the conditions of Ho</p> <p>Agricultural Extension Officers capacitated to handle the promotion of the organic fertilizers</p> <p>Local farmers use urine independently</p>	<p>USER-BASE FOR ORGANIC FERTISERS</p> <p>Project funding in South: 14 590.13 €</p> <p>Project funding in North: 3 799.13 €</p> <p>Self-financing in South: 0 €</p> <p>TOTAL: 18,389.26 €</p>	<p>In 2014, MoFA conducted farmers' demonstrations in 16 farmers' fields to show the use of urine fertilizer and its effects to the community. Each of the 8 Technical officers implemented 2 demonstrations in the major growing season from May onwards. Laboratory results from the yields were taken again to conclude the assessment of safety. Results have been consistently proving the safety of urine fertiliser in agricultural use.</p> <p>The growing results – yields- have been convincing as well. In fact, farmers involved in the demonstrations are starting to collect urine at their houses and using it at their farms; some farmers have been involved in radio awareness programs together with officials to talk to their peers about the use of urine and the issue is definitely gaining a lot of momentum in the municipality.</p> <p>In 2014, data was gathered to assess the community acceptance of the use of the urine in crop production. Eight of the MoFA farming zones with an average of 700 farming households in each were selected based on proximity to the urine demonstration farms in the Municipality. 95% of the respondents were in support of the urine diversion toilets being promoted in their communities. 97% of the respondents indicated that they have decided to store their own urine for fertiliser use.</p>	<p>There is definitely fast progress made with the establishment of user-base for urine fertiliser and the involvement of MoFA has been a key factor in mobilisation of the farmers. Unfortunately, due to the nature and speed of the composting process, it will take a longer time and more consistent effort in raising awareness on the use of compost.</p> <p>Challenge:</p> <p>When more and more people are taking up the use of urine or acquiring a DT for their house, it is also a test for the officials' education, support and monitoring capacity to ensure no one starts using non-matured compost or insufficiently stored urine etc. There is a risk involved in the expansion of the use of organic fertilisers, in a sense that if there are cases of food contamination etc. due to incorrect utilisation, the image of the whole option is jeopardised.</p>
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Table 13. Overview of the achieved impact

Sustainability Assessment

Community-based Waste Management

Financial Sustainability

The recycling groups that are involved in the Extended Public Works Program are currently relying on the remuneration from the municipality for working three days per week on waste collection activities. The added income from material recovery varies based on the groups' activeness, logistics and waste volumes. Major challenge for the recycling activities is transportation. There are companies that come to collect the separated recyclables, but economic viability depends on the gathered volume and distance which is challenging for the groups based on rural and remote areas. For the coming years, the development of logistics is one of the key issues in enhancing the financial sustainability of the community-based recycling groups' operations.

Even though most groups rely on their municipal salary, there are also several groups that carry out recycling without the municipal remuneration. These groups have taken on various upcycling activities as well as composting with the assistance and capacity building from the municipalities. The income from upcycling can be much more significant compared to recycling. These active groups should be further capacitated to develop their business operations with the assistance of the Local Economic Development (LED) units of the municipalities.



Picture 9. In rural areas, it takes time to gather sufficient volumes for recycling companies (Recycling group in Legonyane, Madibeng) (Picture: Aalto, A. 2014)

Social Sustainability

In line with the national policies, the inclusion of women and vulnerable groups are always emphasized in the community empowerment and job creation initiatives. With a more effective waste service delivery and clean environment in the communities, health risks can be averted.



Picture 10. Community-based recycling enterprise run by Ms Joyce Makololo in Letlhabile employs around 15 local women, some of them elderly or handicapped. (Picture: Aalto, A. 2014)

Technical Sustainability

Recycling and upcycling operations are carried out with locally available small tools, bags and carts etc. Upscaling the activities might require additional technical solutions e.g. for packing the materials before transportation. Still, the technical knowhow is available locally. Developing product design knowhow could open new possibilities for upcycling activities in the next phase of the cooperation with the assistance of the Institute of Design and Fine Arts of the Lahti University of Applied Sciences.

Organisational Sustainability

The recycling groups that are involved in the Extended Public Works Program are part of the municipal operations approved by the municipal council. While the recycling groups are implementing municipal programs, they require also monitoring which should be done on a more regular basis. In Rustenburg, community liaison officers have been appointed for the operational areas, but the follow-up and monitoring plan still has to be implemented. In Madibeng, the officials from waste and environmental division have been assigned to monitor the groups.



Picture 11. Recycling groups' products produced from waste material sold by the streetside (Bokfontein) (Picture: Aalto, A. 2014)

Environmental Sustainability

Material recovery from waste streams and creation of new products from waste materials means preventing the loss of valuable materials as well as the reduction of greenhouse emissions and environmental impacts from primary production. Diverting biodegradable waste from landfill stream assists in cutting down greenhouse gas generation at the landfill. Prevention of illegal dumping minimizes risks to the natural ecosystems.



Picture 12. The environment in the involved informal settlements has been notably cleaner due to regular clean-up and house-to-house collection (Zandfontein) (Picture: Aalto, A. 2014)

Source Separation of Household Waste

Financial Sustainability

In Madibeng, the source separation pilot was launched only in January 2015 due to delays and therefore the financial sustainability could not be ascertained at this point. Now that the source separation pilot has been launched, a study needs to be conducted for determining the content of the waste stream from Pekanwood and Kosmos Ridge in order to reveal the success of the source separation as well as the economic potential of source separation in the estates. In addition, the experiences of the residents should be studied. These studies would assist in evaluating the extension potential of the two-bag source separation pilot.

The recycling groups at new Waterval landfill and temporary Pilleri II in Rustenburg as well as at the transfer station in Kosmos, Madibeng, should all be formalized to recycling cooperatives in cooperation with Local Economic Development (LED) officials to strengthen entrepreneurial skills (e.g. project and finance management skills) and to support creation of sustainable business models. In all mentioned facilities, there is significant potential in financial viability due to large, local waste streams, but this is yet to be confirmed.

All material recovery operations lower the costs of landfill management and ultimately the waste collection services. Especially, the material recovery facilities established at the Waterwal landfill site in Rustenburg will allow effective material recycling with income generation for formalised recycling cooperatives operating at the site and longer lifetime for the landfill site.



Picture 13. Temporary Pilleri II public drop-off site is used to gather data on the waste streams coming to the site which will assist the design and implementation of the permanent site (Picture: Aalto, A. 2014)

Social Sustainability

In line with the national policies, the inclusion of women and vulnerable groups are always emphasized in the community empowerment and job creation initiatives. The creation of effective systems for material recovery from municipal waste stream is intended to move the reclaimers from the unsafe and unsanitary conditions at the unmanaged landfills and dumping sites to the standardized working conditions at material recovery facilities.



Picture 14. Conditions at Townlands landfill, Rustenburg, in June 2014 (Picture: Aalto, A. 2014)



Picture 15. Waterval landfill will provide safe working conditions for recyclers (Picture: Aalto, A. 2014)

Technical Sustainability

Through expertise exchange, stakeholders take part in co-creation processes designed to adapt technologies and service solutions to create locally sustainable concepts that are in line with local policies and development imperatives. The municipal officials and political representatives have been capacitated along the project on the new solutions and possibilities of source separation.

Rustenburg has introduced a new overall strategic, socially-centred and sustainable waste management development program “Go Tlogela Boswa” - Leaving Only a Legacy. It is a comprehensive strategy outlining the practical pilots and projects that are to be implemented in short to medium term. This program has aspects that have been strongly influenced by the interaction with the Finnish experts. Finnish experiences have contributed for example to the inclusion of deep bin collection network, drop-off centres with source separation, strive for public-private sector collaboration and business creation as well as the creation of an independent waste entity with business operations approach to enable effective service delivery.



Picture 16. Expertise exchange enables co-creation and adjustment of technical solutions to the local policies and priorities (Picture: Aalto, A. 2014)

Organisational Sustainability

In Rustenburg, there are a lot of projects and new facilities in the pipeline; still timelines for implementation have delayed frequently with various projects. This makes it difficult to assess the final effects of the cooperation. Rustenburg has been successful in securing national Municipal Infrastructure Grant (MIG) funding for many of the projects in the past and is a likely candidate for further funding due to their proactive and innovation-oriented approach.

The aspiration for being a forerunner in the waste management service delivery is in line with the city’s strategic vision of becoming a world-class city where all communities enjoy a high quality of life. The top management including the Mayor have been very supportive of waste management development.

Commitment of cleaning the town can be seen also from the weekly clean-up campaigns initiated from the Mayor's office.

Through capacity building and expertise exchange, Madibeng is following in the same direction in line with the national policies and priorities. The updating process of Integrated Waste Management Plan (IWMP) is ongoing and will guide the waste minimization and recycling strategies in the future.

Environmental Sustainability

Material recovery from waste streams means preventing the loss of valuable materials as well as the reduction of greenhouse emissions and environmental impacts from primary production. Prevention of illegal dumping minimizes risks to the natural ecosystems.

Urine-Diverting Dry Toilet Technology for Schools

Financial Sustainability

According to the studies conducted, the construction costs of an institutional dry toilet are not significantly higher than the costs of constructing a Kumasi Ventilated Improved Pit Latrine (KVIP) – a model generally recommended to schools in Ghana due to low costs and easy maintenance. In addition, the operational and maintenance costs are estimated to be lower than in any other model. The emptying is easy to handle and there is no need for dislodging service due to the fact that the vaults are above the ground and the end product has been treated already on site.

Finally, the urine diverting dry toilet is actually creating value out of waste as the separated urine and compost can both be used as fertiliser in small-scale agriculture. Majority of the people in Ho depend on small scale, self-sustaining agriculture and many of the farmers are unable to buy commercial fertilizers which greatly affects the local crop production and the income of the farmers. Solving the sanitation challenge with technology that enables local production of organic fertilizer is a win-win situation that has created strive and motivation for the sanitation development.

The field trials with urine fertiliser have been carried out in 2011-2012 by Ho Polytechnic Agricultural Engineering Department and the community demonstration in 2013-2014 by Ministry of Food and Agriculture (MoFA) in Ho. The experts have concluded that urine fertilizer can provide better yields than commercial fertilisers. There is definitely fast progress made with the establishment of user-base for urine fertiliser and the involvement of MoFA has been a key factor in mobilisation of the farmers. Unfortunately, due to the slower pace of treatment and lesser volume of the end product, it will take a longer time and more consistent effort in raising awareness on the use of compost.



Picture 17. Urine-diversion reduces odours and enables the use of nutrient-rich and pathogen-free urine as a fertiliser (Picture: Aalto, A. 2014)

Social Sustainability

In user inquiries, it has been found that 95 per cent of the users find dry toilet to be hygienic and comfortable to use. Especially, the lack of offensive smell is a widely acknowledged benefit. Odourless dry toilet is convenient to use, does not attract flies and moreover, moisture levels of the compost are too low for fly breeding. When asked which sanitation facility the users would want to have in their own house, 67 per cent preferred UDDT while the rest wanted a WC. Based on the user inquiries, nobody preferred KVIP for schools or homes. Although, the experiences have been positive, it is important to note that dry toilet requires more maintenance efforts from the users and also thus more user education.

It is also worthy to note the effect a toilet facility has in schools. Absenteeism has been decreased, especially for teenage girls. This is likely to have a positive effect on the school performance and equality in education.

Technical Sustainability

UDDT facilities are locally produced with no imported parts. Therefore, the repairs and upgrades can all be done with local knowhow and technical capacity. Local artisans have been trained on the technology and the municipal engineers have been capacitated to oversee construction and maintenance. The dry toilet technology is designed to allow on-site treatment of separated urine and faeces in order to turn latrine waste into effective and safe organic fertilizers. The urine is separated and stored for one month to allow for destruction of possible pathogens in a hygienisation process. Meanwhile, the faeces mixed with dry material are composted for 9-12 months. According to our studies, in the conditions of Ho, already in six months' time, the aerobic decomposition process turns the faeces into fertile compost soil. Still, 12 months is recommended to ensure that the end products are safe.

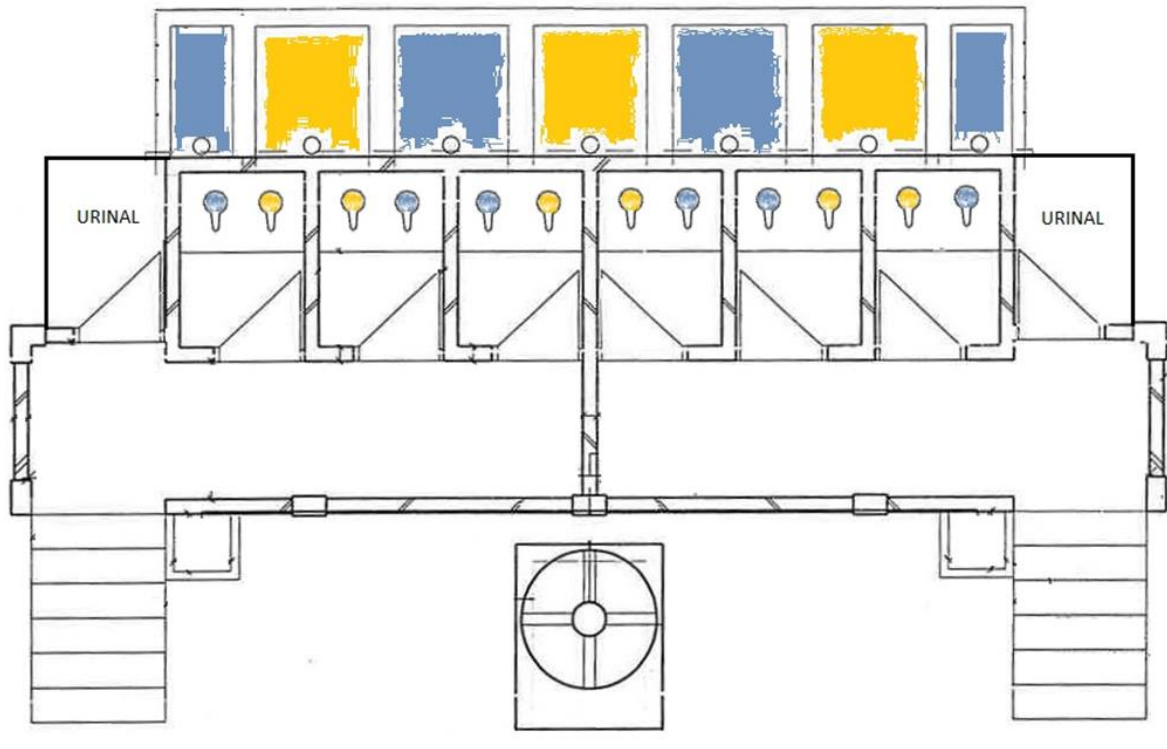
There are two squatting holes in each toilet room that lead to different compost vaults and are used alternatively with a one year rotation. This two-vault system allows on-site composting as the closed vaults have one year's time to mature while the other vaults are in use. All the compost vaults are aerated with pipes because the composting process needs oxygen and it also prevents smelling. Turning and emptying the compost is done through hatches at the back of the toilet.

The dry toilets are divided into two sections: one section for the boys and other for girls. Both sides have several toilet rooms with two alternatively used squatting pans in every room. The squatting model was chosen for hygienic and cultural reasons as well as to facilitate cleaning which is done by pupils. The toilet facilities also have a rain water collecting system for handwashing. However, dry season can cause shortage of water and other water sources need to be used.

All in all, the dry toilet requires more effort in maintenance compared to KVIP and WC. The maintenance and the use of the DT also require more education which is demanding for the municipal officials. Still, in the current conditions of Ho Municipality, where the post-treatment of toilet waste is lacking, dry toilet is the most effective technical solution for pathogen isolation and the only solution that ensures the destruction of the pathogens. It is also suitable for all kinds of locations, whereas the KVIP and the septic tanks cannot be constructed to areas that are easily flooded, have high groundwater tables or to areas with clay or hard rock. Furthermore, WC technology requires connection to water pipe system and therefore it cannot be used in areas with frequent water flow problems. Many schools also struggle financially and would not be able to afford the water consumption of WC facilities.



Picture 18. First urine-diverting dry toilet build at Regional Model School in 2009 (Picture: Aalto, A. 2014)



Picture 19. Urine-diverting dry toilet (Osmonen, E. 2014)

Organisational Sustainability

During the project, the official agreements, establishment of organizational memory as well as systematic stakeholder involvement and communication have been gradually implemented through a joint planning and development process. Strong response mechanisms for solving problems have been established.

Facility management plans and contracts were finalized in a joint planning process in 2014. The contracts were signed between the school health committees and the Assembly to consolidate the responsibilities. Also, the entire cycle of the institutional dry toilet program, from the introduction to the school to the use of the end products has now been documented with emphasis on the municipal officials' roles and responsibilities. The cycle will include a 2-year pilot phase during which the school will receive support from the municipality in form of training and capacity building to ensure safe use of the end product. This information is compiled to the revised DT manual that guides the work of the municipal officials in all stages of introducing a UDDT to an institution.

Ho municipality has shown their committed to the project by co-financing the new dry toilet facilities build in 2012-2014. The first two toilet facilities built in Regional Model School and Poly Primary Basic School were funded by the project 100 per cent. In 2012-2014, the next UDDT facilities were co-financed as follows:

- Anglican Primary and JHS & Housing Primary and JHS: Ho Municipality 30 % and the project 70 %
- Atikpui Primary and Kpenoe Primary: Ho Municipality 40 % and the project 60 %

Perhaps the most notable effect of the UDDT pilot is the fact that Ho municipality has stated they will recommend dry toilet for all new schools under constructions. All new schools are obligated to build a toilet while existing schools without toilets are often waiting for donations. In the donation cases, the municipal engineers will also recommend the dry toilet.



Picture 20. Practical training to the School Health Committees is highly important to ensure safe use and proper maintenance (Picture: Kettunen, P. 2013)

Environmental Sustainability

Considering the economic restrictions, lack of sewage treatment facilities and occasional water supply shortages, it is clear that WC technology is not going to solve the sanitation challenge in Ho any time soon. Meanwhile, pit latrines suffer from high ground water table, rainy season runoff and especially the lack of user convenience. By offering the solution to these common problems, the UDDT technology can greatly assist the municipal officials in their quest for increased sanitation coverage. Ending open defecation can protect the water sources from contamination and excess nutrients run-off.

Recent microbiological water analysis conducted in Ho Municipality at random showed signs of faecal contamination in 56 per cent of the tested water sources, which also indicates the shortcomings in current toilet facilities and sanitation management. Most common toilet facilities models available in Ho Municipality have receptacle below the ground level either lined with weep holes or unlined. As a result, the biological wastewater permeates the earth with high possibility of contaminating underground water sources. Additionally, in the rainy season surface runoff flow in the pits accelerating leachate percolation rate and produces offensive odour making usage unbearable and inconvenient.

All in all, ecological sanitation approach and the management of the natural nutrient cycle is something that should be seriously assessed both in developed and developing countries. There are many valid reasons for advocating this approach. First of all, fresh water is scarce in many areas and the intelligence of flushing it

down the toilet can be questioned. Secondly, phosphorous is a finite natural resource, which we will run out of globally, if we do not recycle it effectively. Lack of phosphorous would have a detrimental effect on the global food production and agriculture. Simplest way to prevent this is closing the phosphorus loop.



Picture 21. Urine fertiliser applied is applied to fields before cultivation and 1-2 times during the growing season (Picture: Haikola, H. 2014)

Analysis and Recommendations

As previously mentioned, the cooperation term of 2013-2014 was in many ways a reflection of the turmoil related to the suspension of the North-South Local Government Cooperation (NSLGC) program in midterm after the 2011-06/2012 period. This suspension caused concerning delays and uncertainties in many activities as well as affected the quality of the following planning process.

A lot of joint effort had been made in compiling the application and implementation plans for July 2012-December 2013 term. All this work had to be done again, as the delay caused significant changes to the initial plans. Furthermore, the plans had to be reviewed in isolation by each partner and no joint planning could be carried out. This has admittedly affected the quality of the implementation plans, especially since the partners in South Africa were new and had not done the application process before.

Personally, it was a struggle for me to coordinate the planning process as my work input was allocated to another project for August 2012-June 2013. Despite the obvious multitasking challenge, continuous communication as well as the program reporting tasks needed to be carried out. In practice, this required voluntary work and trainee assistance. Still, the communication with southern partners suffered during the suspension which further hindered the planning of the 2013-2014 term.

A part from hindering the planning and communication, the unforeseen suspension came in a very inconvenient time when considering e.g. the dry toilet pilot in Ho. In mid-term, many of the processes related to the monitoring, technical and training support and utilization of end-products were still in progress. In midterm, the officials in Ho did not have all the necessary tools and processes in place to assist the dry toilet schools. As a result, the new schools did not receive adequate training in over a year after handover of the facility which caused operation and maintenance problems at the schools.

Looking back at the situation, I would say we learned a lot about the importance to formulate a clear exit strategy from the start. Even if the mid-term suspension came at a stage no one could have anticipated in the beginning of the 2011-2013 term, it is nevertheless a valuable lesson to implement relevant exit activities and strategies along the way. In short, the aim of an exit strategy is to ensure the sustainability of impacts after the end of the project. It defines how the project activities are phased out or phased over to the local partners. Exit strategy can ensure better project outcomes, reduce future dependency and encourage commitment to sustainability. Jointly planned exit strategies can resolve tension arising from the withdrawal of assistance.

The criteria for exit include practical time limits as well as the achievement of program impacts and benchmarks. Implementation of activities in the NSLGC program has been based on a three-year program cycle which creates certain constraints for planning. A part from the timeframes, the project outputs or impacts can be used as an exit criteria as they can determine when a project is self-reliant. Project outputs can also help us to focus our efforts on the most effective collaborations or components. Certain outputs can be classified as benchmarks that identify key phases of the graduation. In other worlds, specific indicators can be determined to show that the project can be phased down from certain community, project site or organisation. Based on literature review, a format for exit strategy was drafted to benefit the NSLGC project planning in the coming terms (see annex 5).



Chart 17. Key steps to successful exit strategy

All in all, the pilots in South Africa are partly in a starting phase although they rely on earlier activities and existing programs and municipal resolutions. The pilot in Ghana, on the other hand, is in a very mature phase. Now in the end of 2014, the institutional DT pilot is definitely ready for the exit, i.e. the ending of the project support. However, it would still be recommendable to continue certain after exit support and mentoring to ease the transition. By comparing the planning and implementation processes in Ho and South Africa as well as through the sustainability assessment, insight can be gained to the success factors of the planning process. In chart 18, I have compiled the strengths and weaknesses of the cooperation pilots based on the impact and sustainability assessment.



Chart 18. Overview of the impact assessment strengths and weaknesses

Looking at the strengths, I would say that our activities have a solid foundation on the national and local development strategies and policies. In other words, the activities have a high relevance. This also assists in securing an organisational sustainability as the activities have been placed a high priority in the municipalities. A part from the relevance, the organisational capacity building associated with the pilots is strengthening the organisational sustainability in long term. By ensuring comprehensive training and competence building of the officials, the pilots can be implemented by the local officials themselves and most of the pilot activities are in fact carried out without direct involvement from North. Still, the mentoring and supporting role of the northern partners ensures that the capacity building can continue after the initial trainings. The mentorship is invaluable, especially in situations where problems arise.

The assessment of the social, environmental and technological sustainability of the pilots all earn high marks. In fact, it is natural that a cooperation focusing on the themes of sustainable development and environmental protection would score high on the social and environmental aspects. The social aspects are

further strengthened by the strong alignment with national policies and the poverty reduction imperative. Technical sustainability is largely based on the fact that all technology used is based on local expertise and co-created to suit local conditions. For example, the dry toilets are done by a local constructor with the supervision of trained municipal engineers. The toilet is based on a design that is based on Finnish examples but has been re-designed locally. All parts are available locally, nothing is imported.

I found that it was problematic to assess the efficiency of the use of resources. The costs of trainings etc. are very different from one country to another and it is difficult to compare the use of funds or to determine how big the efficiency or utilisation ratio of the resources used is. Perhaps it would be advisable to do certain comparative analysis on the effectiveness by studying corresponding projects. However, in practise it might be challenging to find pilots that are sufficiently corresponding to enable relevant comparison. At this point, I must just rely on the southern municipalities' procurement processes and the fact that a lot of the activities are designed to bring added value to ongoing programs which suggests that the use of the resources will be effective.

Although, there are several strengths related to the organisational sustainability, it could be improved further with a more systematic and joint, Logical Framework Approach (LFA) based planning process that would involve a wider stakeholder base. Especially, a wider involvement from different municipal units in a common dialogue during the planning phase would assist in bringing forward certain concerns and solutions already in the planning phase. For example, the involvement of Local Economic Development (LED) units in South African partners' planning process would have facilitated and fast-tracked the process of formalising the recycling cooperatives and the creation of business models. The interdepartmental communication is at times challenging in all of our southern partners, organisations and requires explicit top-management guidance to be carried out effectively. In other words, the consistent involvement of top-management recommended in Part I, can also be highlighted here.

Of course, as previously mentioned, the challenges of the planning phase created significant barriers for effective joint planning in 2013. Luckily, these barriers should not hinder us in the next phase of the cooperation. Apart from utilising a systematic stakeholder analysis and LFA process, the new exit strategy tools are expected to strengthen the inclusion of sustainability consideration in the planning process.

Cannot wait to get started on the next phase!

Closing Words

When all is said and done, I am very satisfied to see the results achieved during 2013-2014. It was hectic at times, but we managed to implement all that we said out to do. My gratitude goes out to all my dedicated southern colleagues who made it possible. I hope to witness how the pilots have proceeded in a few years' time.

To conclude, let me just say that it has been a privilege to coordinate the North South Local Government partnership between Lahti, Rustenburg, Madibeng and Ho since 2010. Throughout these years, I have witnessed a lot of hard work and dedication to improve the state of environment, a lot of people passionate about advocating sustainable development in their work and in their life, people passionate about the better environment. On a personal level, I believe I am a more culturally-aware, environmentally-dedicated and professionally-confident person as a result of my exposure to this partnership and as a result of my relationship with my southern colleagues. I trust and believe that a similar effect is felt also by my colleagues and impacts the whole municipal organizations involved.

It is evident to me that inspiration for environmental advocacy can be found through shared experiences and practices; that empowerment, compassion and open-mindedness can be achieved through international exposure and that improved management systems and technical solutions can be discovered through collaboration of experts from different fields and backgrounds. Consequently, I hope that the North-South local government cooperation can continue to assist people and municipal administrations in their ambition for reaching their full potential. Let us go far together.



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Annexes

1. Theme interview outlines
 - 1.1. Project Management Peer Review
 - 1.2. Key Pilots' Self-assessment
2. Progress reporting format proposal
3. Monthly cash flow reporting format proposal
4. Logical Framework Analysis – Problem & Target Tree for the Key Pilots
5. Format for Exit Strategy Development for NSLGC Project

ANNEX 1 Theme Interview Outlines

Project Management Peer Review

Background

- Cooperation partners
- Current fields of cooperation
- History of the cooperation; how long has the interaction lasted?

Project organisation

- Describe your project organisation, i.e. who are involved in the cooperation and in what capacity?
- Is there a steering committee? Who are in the steering committee? What is the role of the steering committee? How often does the steering committee meet?
- Who is handling the implementation and expert work in North and in South?
- How often do key officials change/transfer? How do you manage the transfer?
- What kind of project management training is given to new officials?
- How much of the activities focus on exchange visits? Do the partners carry out activities between the visits?

Planning and budgeting

- Describe the planning process in general.
- Who are involved in the planning?
- How are the focus areas decided on?
- What is usually the timeline?
- Who needs to approve the plans?
- How do you encourage joint, mutual planning?
- What challenges are there in the planning process?

Self-financing

- How is the self-financing commitment provided?
- Is it coming both from North and South?
- Is there investment or activity costs included in the self-financing? How is this indicated in reporting?

Implementation and monitoring

- What kind of reporting requirements do you have for the southern partner?
- How often are southern partners reporting on the progress made?
- What kind of information do they report?
- Do you have a standard format for reporting?
- If implementation plans are changing in South who approves the changes?

Financial reporting

- What kind of financial reports are requested from southern partner? How often?
- Do you have a standard format for reporting?
- Are the forms based on budget forms? Are original budgets shown on the forms?
- Who is monitoring the use of the budget in South?
- Do the southern partners have their own audit? If so, who is doing the audit?
- How is the bidding for the auditor done?

Evaluation

- Are indicators used to evaluate the results of the cooperation?
- How is the information collected for evaluation?
- Who are evaluating the results and how often?

Communication

- What communication methods are used between the North and South?
- How are northern and southern stakeholder groups (city organisation, municipal inhabitants, etc.) informed of project activities?
- Are local political decision-makers informed of the cooperation activities in North and South? How are they informed (means of communication)?
- Is there direct communication between multiple officials from North and South or is the communication only between coordinators?

Other comments

- In general, what are the main challenges that hinder the achievement of set targets?
- What kind of support and instructions would you hope from the funding program?

Key Pilots' Self-assessment

Evaluated pilots

- South Africa: Community-based waste management for unserved areas –developing recycling and upcycling activities to boost the effectiveness and sustainability of the food for waste program
- South Africa: Source separation of household waste – developing models for source separation
- Ghana: Urine-diverting dry toilet technology for schools

Evaluated aspects

Background of the pilot

- Location
- Duration
- Aims
- Beneficiaries
- Stakeholders in South

Drivers for the pilot

- How does the activity relate to strategies and policies of local government and/or the national level?
- What were the aims, expected results and impacts of the pilot?
- What officials/units of the municipality are involved? Are there other stakeholders that are involved in the pilot?

Baseline service level in 2013

- What had been done before the project period?
 - Beneficiaries of the food for waste program
 - Existing recycling and reuse activities
 - Existing source separation structures

Implementation in 2013–2014

- What were the realised results?
 - Number of beneficiaries
 - Number of trainings, workshops etc. held

- New initiatives or solutions adopted to recycling or reuse
- Inclusion of source separation to existing programs
- Development of waste management practises or new solutions identified
- How well were the targets met? What were success factors or reasons for not meeting the targets?
- What has been the cost of the activities for the municipality (own funding, project funding etc.)?
- What is the impact in relation to the overall objective? What is the effect on the overall service level?

Sustainability

- What challenges are foreseen with the following?
 - Financing/cost recovery of the activities in the future?
 - Social acceptance of the activities?
 - Maintenance and/or upkeep of the technical components?
 - Level of skills and knowhow related to the activities?
- Can the beneficiaries carry on the activities without outside support? What outside support would be needed?
- How will any needed outside support (financial, technical, etc.) be organised in the future?
- What capacities have been developed in the local government during the pilot?

Next steps

- In order to achieve the aims, what should be done next?
- What is the end situation that we are aiming at? In other words, what would be the ideal final outcome that we would like to sustain?
- How would we know that we have achieved the aims? How is the progress measured?
- In order to achieve the aims:
 - What types of organisations should we partner with?
 - What capacities are needed in the local government (technical, skills, management models, monitoring plans etc.)?

ANNEX 2 Progress Reporting Format Proposal

Month: _____

Component 1	Facilitator	Planned activity	Targeted group/area	Budget	Realised activities	Funds used	Revisions, challenges and notes
Subcomponent name	Name, Position	<i>Based on the 6 month activity plan corrected with previous monthly report</i>	<i>Based on the 6 month activity plan corrected with previous monthly report</i>	<i>Based on the 6 month cash flow plan</i>			
Subcomponent name	Name, Position	<i>Based on the 6 month activity plan corrected with previous monthly report</i>	<i>Based on the 6 month activity plan corrected with previous monthly report</i>	<i>Based on the 6 month cash flow plan</i>			
Component 2	Facilitator	Planned activity	Targeted group/area	Budget		Funds used	Revisions
Subcomponent name	Name, Position	<i>Based on the 6 month activity plan corrected with previous monthly report</i>	<i>Based on the 6 month activity plan corrected with previous monthly report</i>	<i>Based on the 6 month cash flow plan</i>			
Subcomponent name	Name, Position	<i>Based on the 6 month activity plan corrected with previous monthly report</i>	<i>Based on the 6 month activity plan corrected with previous monthly report</i>	<i>Based on the 6 month cash flow plan</i>			

Signed: _____

Southern Coordinator

Steering Committee Chairman

ANNEX 3 Cash Flow Reporting Format Proposal

CASH FLOW PLAN - municipality

Submit by
Currency

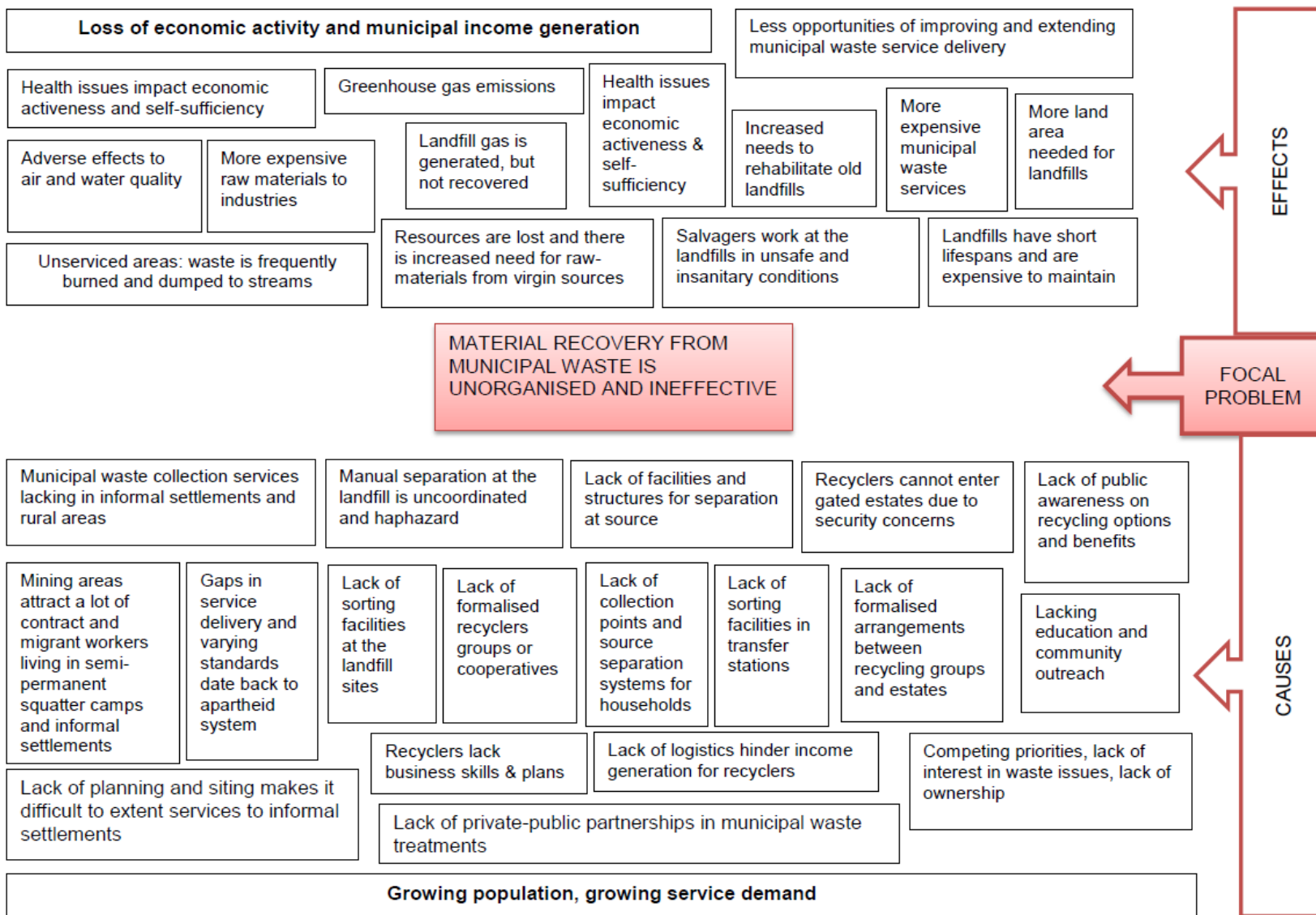
Date

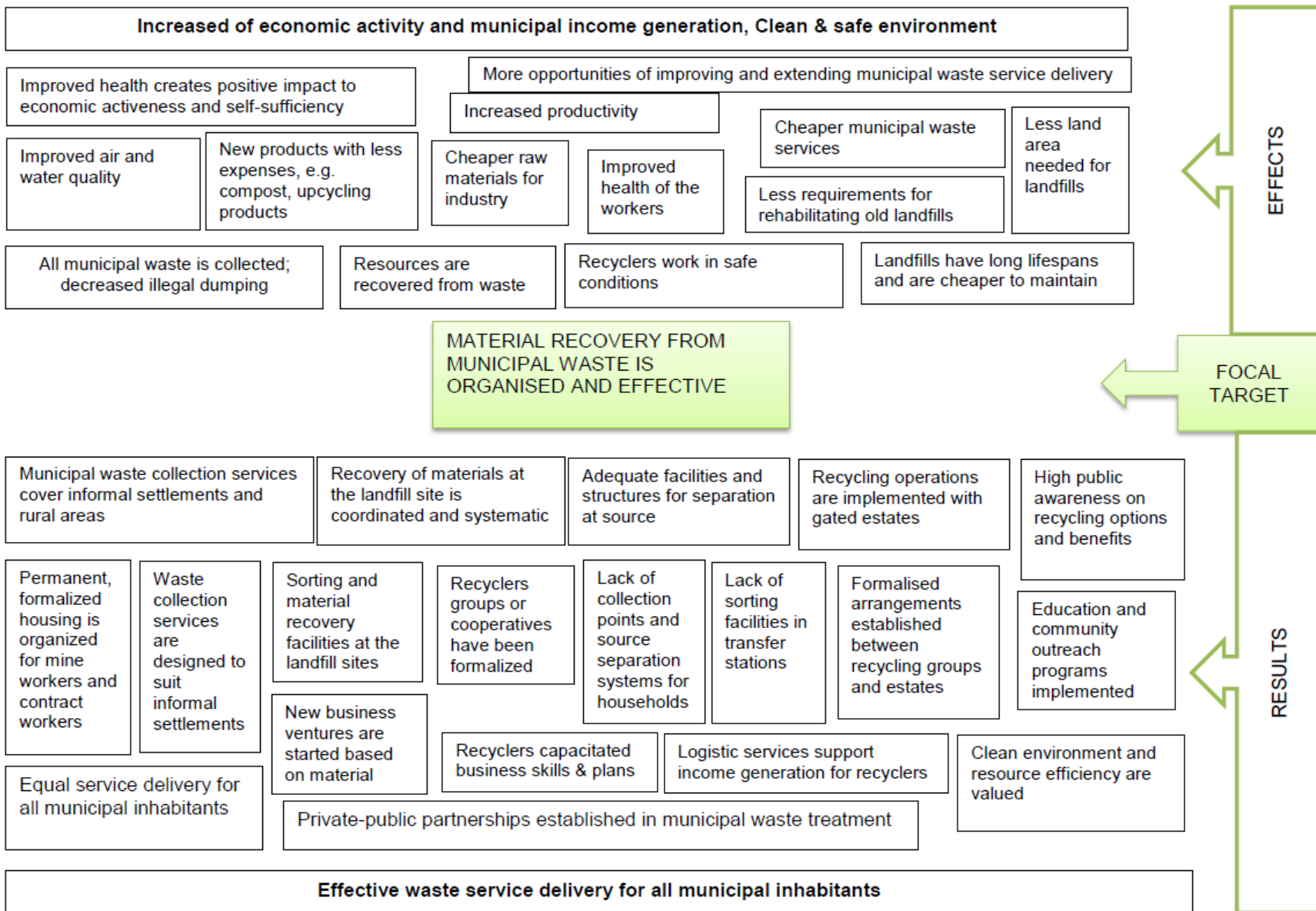
BUDGET COMPONENT 1	Budget		Estimate for month 1 (ZAR)		Estimate for month 2 (ZAR)		Estimate for month 3 (ZAR)		Estimate for month 4 (ZAR)		Estimate for month 5 (ZAR)		Estimate for month 6 (ZAR)		Total planned use of funds (ZAR)		Balance		
	Project	Incash	Project	Incash	Project	Incash	Project	Incash	Project	Incash	Project	Incash	Project	Incash	Project	Incash	Project	Incash	
Activity costs: SUBCOMPONENT 1.1																			
Training and capacity building in South	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
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Other costs (specify)	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
TOTAL: SUBCOMPONENT 1.1	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
Activity costs: SUBCOMPONENT 1.2																			
Training and capacity building in South	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
Procurement (specify)	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
Other costs (specify)	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
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BUDGET COMPONENT 2																			
BUDGET COMPONENT 2	Budget		Estimate for month 1 (ZAR)		Estimate for month 2 (ZAR)		Estimate for month 3 (ZAR)		Estimate for month 4 (ZAR)		Estimate for month 5 (ZAR)		Estimate for month 6 (ZAR)		Total planned use of funds (ZAR)		Balance		
	Project	Incash	Project	Incash	Project	Incash	Project	Incash	Project	Incash	Project	Incash	Project	Incash	Project	Incash	Project	Incash	
Activity costs: SUBCOMPONENT 2.1																			
Training and capacity building in South	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
Procurement (specify)	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
Other costs (specify)	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
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Activity costs: SUBCOMPONENT 2.2																			
Training and capacity building in South	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
Procurement (specify)	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
Other costs (specify)	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
TOTAL: SUBCOMPONENT 2.2	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
TOTAL ACTIVITY COSTS	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00

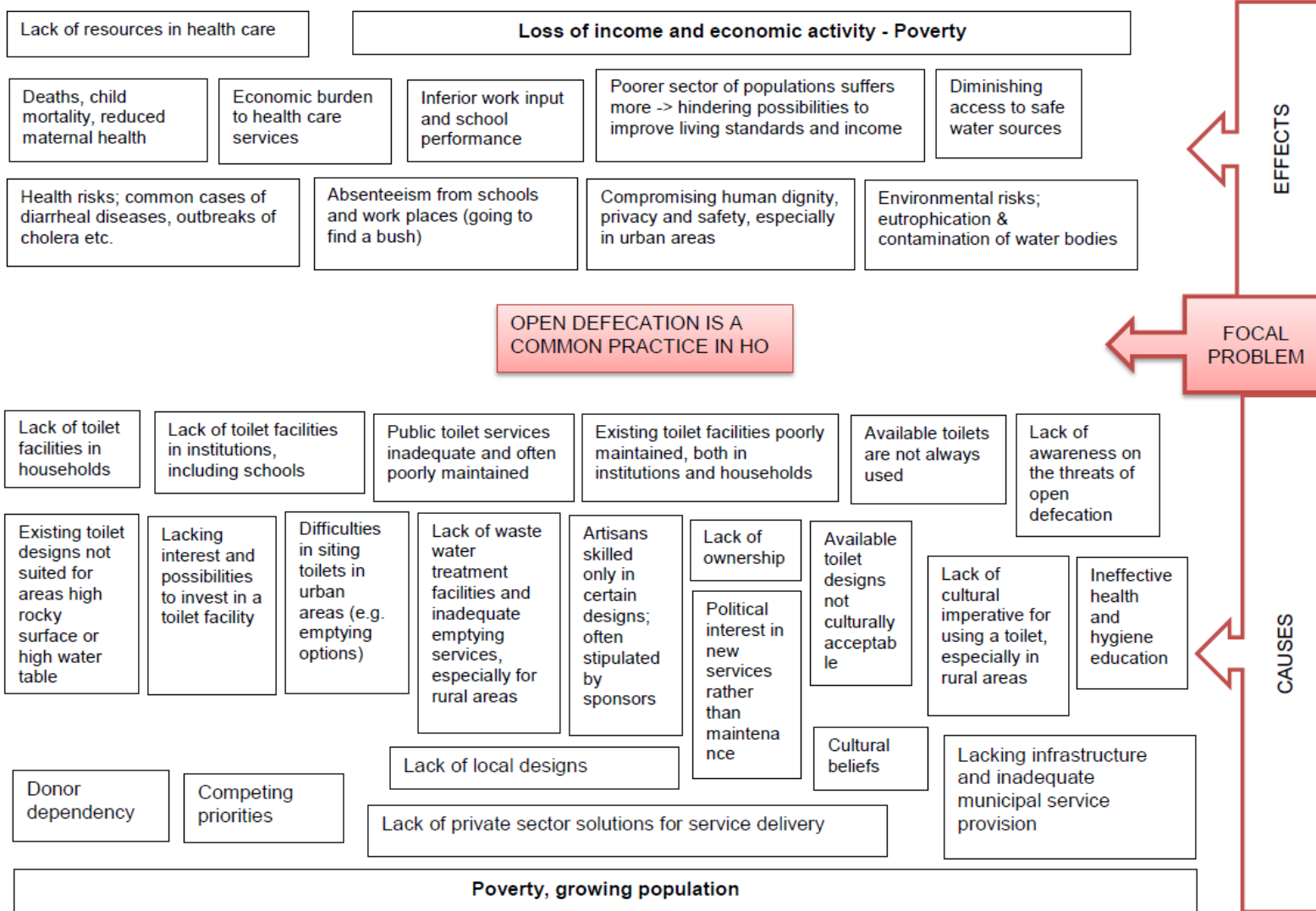
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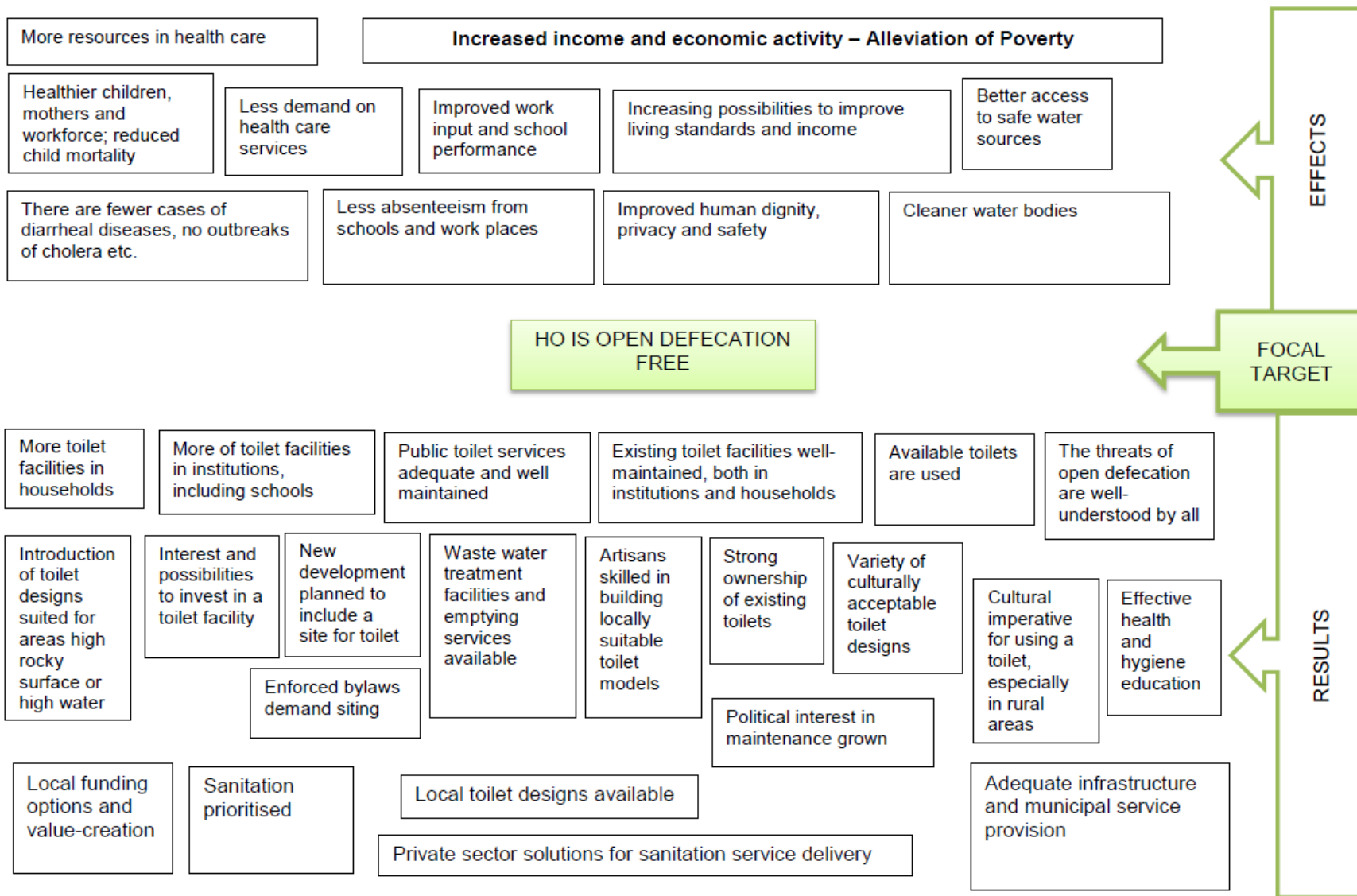
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2. Fill in only numbers (no R etc.)

ANNEX 4 Logical Framework Approach – Problem & Target Trees for the Key Pilots







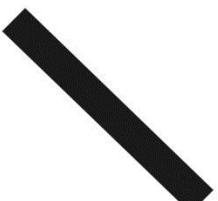
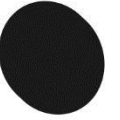
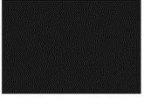


ANNEX 5. Format for Exit Strategy Development for NSLGC Project

Questions:		
1) What is the program's objective? 2) What outcomes of the program do we want to sustain after it has ended?		
COMPONENT	KEY QUESTIONS	FOCUS POINTS FOR NSLGC
1. Plan for Exit from the earliest stages of the program design	<ul style="list-style-type: none"> • How will we “phase-down” our program? • Will we “phase out” activities or hand them off to a local actor? • What is the appropriate time line? • How will we know we are on track for phase out? • What indicators or benchmarks will we use? How will we monitor them? • What are the specific action steps to reach the benchmarks? 	
2. Develop partnerships and local linkages	<ul style="list-style-type: none"> • With what types of organizations should we partner? • What will our partners bring to the partnership? What can we offer? • How will the partnership prepare for exit? • How can the partnership help facilitate a successful exit? 	
3. Build local organisational and human capacity	<ul style="list-style-type: none"> • What capacities are needed? • What capacities already exist? • What indicators will we use to monitor progress in building these capacities? 	
4. Mobilise local and external resources	<ul style="list-style-type: none"> • What inputs will we need to maintain services? 	

	<ul style="list-style-type: none"> • Who can provide these inputs? To what extent are they available locally? Externally? • Which benefits of the program can be sustained without continued inputs? • To what extent can the benefits be sustained without ongoing inputs? 				
5. Stagger phase out of various activities	<ul style="list-style-type: none"> • What are the key elements of the program? • Which elements are dependent on others? • What is the graduation and exit plan and timeline for the program components? • How will it be implemented? How will it be monitored? 				
6. Allow roles and relationships to evolve and continue after exit	<ul style="list-style-type: none"> • What types of ongoing support would be most useful (e.g. advice, mentoring, TA) • How will such ongoing support be funded when the project finishes? 				
EXIT ACTIVITY	Who will do this?	When in the project cycle is this done?	Benchmark indicators	Who will monitor and when?	Budget; what is the costs of this activity?
Activity 1.					
Activity 2.					
Activity 3 ...					

(modified from Gardner, A., Greenblott, K. & Joubert, E. 2005)



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