

INPUT TO THE NPA/ANC SEMINAR DELIBERATIONS, DSM

(Reference is made to the Hifab International A.S. Report from the visit to Dakawa and Masimbu in September 1988)

ANC AS A USERS ORGANIZATION IN THE DEVELOPMENT AND OPERATION OF THE DAKAWA SETTLEMENT - SEEN IN THE OVERALL FRAMEWORK AND IN THE LIGHT OF THE NORWEGIAN ASSISTANCE PROVIDED THROUGH NPA

1. BACKGROUND

The Norwegian assistance to ANC and other liberation movement organizations in Southern Africa has since 1971 been based on the Norwegian Parliaments decision to provide humanitarian support to national liberation movements in the Southern Africa.

Today's assistance is based on the ensuing Objectives and Aims:

- (a) Where relevant, the prime objective for the Norwegian assistance is still to provide shelter and food for refugees belonging to the relevant liberation movement organizations.
- (b) The Norwegian assistance shall also be provided to assist relevant organizations in their preparations for the governing of a liberated South Africa/Namibia
- (c) As one of the means to reach the above Objective, the Norwegian assistance shall also aim at making these organizations self-reliant and sustainable when it comes to establishing and operating settlements on foreign soil.

To satisfy the above Objectives and Aims, it is considered important that the Norwegian assistance to ANC be utilized and applied in such a manner that it provides the organizations with relevant training opportunities through the development of physical infrastructure, training programmes and other related activities.

The Norwegian assistance could thus be considered part of a learning process where the input in terms of planning and physical development of the two settlements is the main training component. Further details follow below.

2. ANC PARTICIPATION IN THE DEVELOPMENT AND OPERATION ACTIVITIES OF DAKAWA AND MASIMBU

2.1 General

Experience from virtually all development projects clearly indicates that active participation from the potential users is a prerequisite for success. Participation in decision making, planning and implementation, either through organizational involvement and/or in cash or kind has shown to be the best way of ensuring the sense of ownership and responsibility which is so important for successful long-



term maintenance and sustainability.

All parties involved in the past and present development activities for Dakawa have expressed concern about the limited involvement of the ANC organization in these activities. In the days of the Masimbu development ANC reportedly had an active Management Section to which development strategies, problems and other matters could be referred for decisions. It would appear that this Section for various reasons has ceased to function in a systematic manner and that ANC's involvement as of late therefore has been less systematic and organized than ought to be the case.

## 2.2 ANC as an active Users Organization

### THE ANC PROJECT MANAGEMENT UNIT (PMU)

To effectively ensure ANC's participation in the decision making, planning, implementation and operation and maintenance activities in the two settlements, ANC should reestablish its former Management Committee and develop it into a Project Management Unit for Dakawa and Masimbu. The ultimate role of the PMU should be to (but not necessarily limited to):

- \* provide overall coordination of all development activities at Dakawa
- \* prepare development plans, programmes and guidelines as required
- \* provide contract management, supervision and control of all planning, design and implementation activities
- \* provide financial control of the funds made available for the various activities
- \* plan, organize and implement short- and long-term Operation and Maintenance activities, both at Masimbu and Dakawa
- \* provide planning and detail design for construction activities to be undertaken by ANC themselves.

This Organizational Model requires a commitment by ANC to see that the PMU is staffed by a core of qualified personnel who will be provided with authority to make the decisions and dispositions as required, within the framework of the agreed development plans and the assistance agreements reached with relevant donors.

The present technical staff available to ANC could form the start of the PMU organization with O. Dennis as the Project Manager.

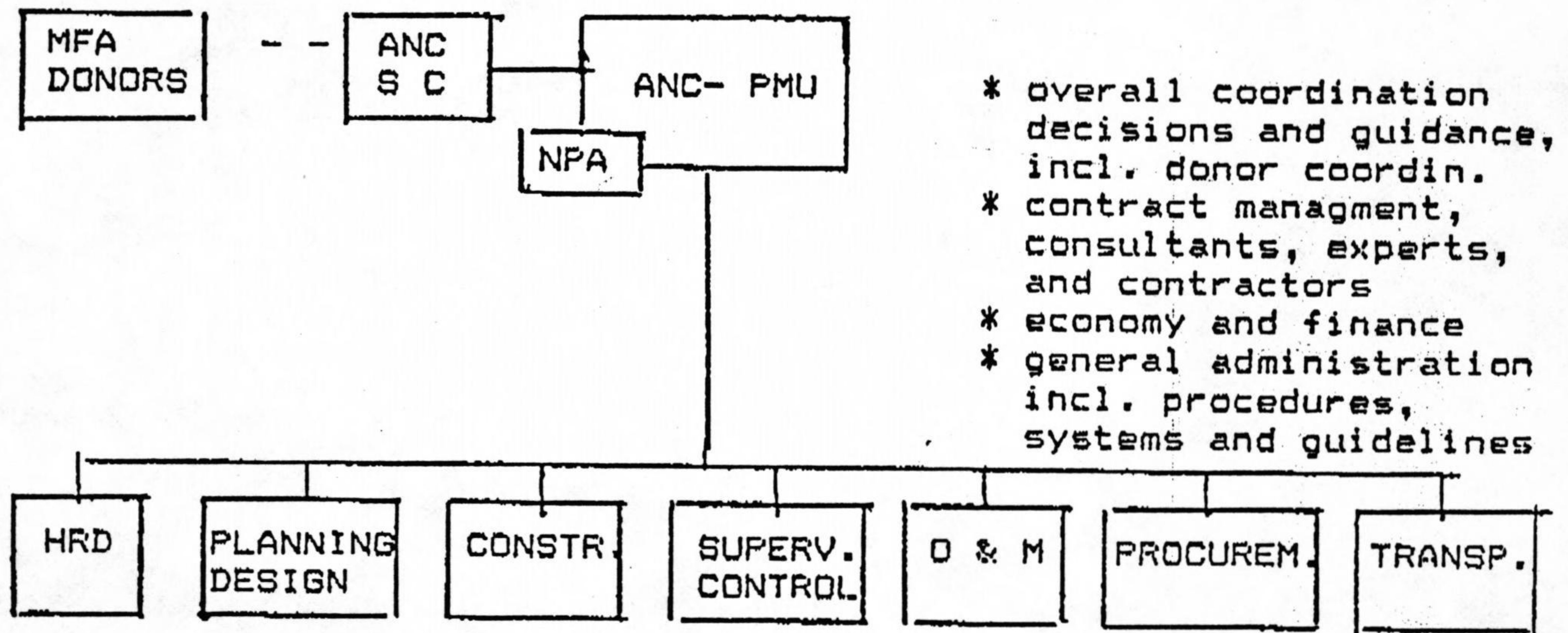
To strengthen the monitoring and decision making process a Steering Committee (SC) should be formed to which the PMU is ultimately responsible. The SC shall ensure that the Objectives and agreed programmes are being adhered to and be available for decisions and guidance as required. It is expected that ANC representatives from Lusaka and the DSM office will form the nucleus for the SC, while donors may wish or be requested to be represented.

In this manner a more active participation from the ANC organization and the donors will be ensured



As may be seen from the suggested Organiogram, NPA could act as an available resource to ANC providing administrative and technical assistance in the development of the proposed PMU.

Ultimately the PMU organization should achieve a structure along the lines proposed below:



It is evident that the development of such an Organizational Model will take time and requires a concerted effort of institutional building by all parties involved. Initial priority should thus be given to the required analyses of available manpower within ANC and how this may best be utilized and to the strengthening required to make the PMU operational. A firm commitment as to the availability of long-term ANC manpower and PMU's required autonomy should be sought from the ANC Management.

### 2.3 Immediate PMU Undertakings

A number of Donors are presently providing various forms of assistance to the development of Dakawa. It would, however, appear that there is little coordination of these activities taking place. It is proposed that ANC's PMU should take on the coordination and management of these activities. This recommendation presupposes two fundamental conditions:

- (I) That the Donors agree that such coordination is beneficial to all parties and consequently agree to support and assist ANC in acquiring the necessary capacity and capabilities.
- (II) That an agreed overall Development Plan forms the basis for this coordination and the future development of Dakawa.

### 2.4 Donor Coordination - Donors Conference

To facilitate the process as recommended above and to ensure a coordinated role among the main donors, it is



recommended that ANC plans and organizes a Donors Conference as soon as practically possible. It is further proposed that NPA and other relevant Norwegian input may assist ANC in the planning and organizing of the proposed Conference

The focus of the Conference should be on items such as:

- \* Donor assistance in strengthening ANC as a recipient and users organization as described above (forming and institutionalizing the PMU)
- \* The need for an updated and agreed Development Plan and the relevant requirements and activities (A firm proposal to be presented by ANC to the Conference)
- \* Donor coordination requirements and activities
- \* Procurement coordination, particularly with reference to future Operation and Maintenance activities with special focus on Standardization requirements

## 2.5 Development Plan for Dakawa

Norplan prepared in 1984 a Development Plan for Dakawa which in principle is still being used as the basis for programming, budgeting and implementation activities. It is understood, however, that priorities, timing and costs have changed considerably since then - changes which have not been reflected in the planning documentation. The latest development with ANC personnel being moved from Angola to Dakawa has of course added an important extra planning item to be considered. It is therefore recommended for ANC to scrutinize, re-prioritize and update the Development Plan documentation of 84. ANC have themselves recognized and pointed out this requirement.

The main and immediate issues to be considered in connection with the proposed updating of the Development Plan should include:

- \* Definition of the overall OBJECTIVES and SHORT - and LONG-TERM GOALS and TARGETS for the DAKAWA development, completion and operation.
- \* Definition of development priorities
- \* Planning of phased development, definition of required resources and timing
- \* Emergency measures to accommodate the move from Angola
- \* Development budgets
- \* Definition of required and acceptable standards on structures, installations and infrastructure (also bearing the emergency situation in mind)

## 2.6 NPA's assistance to the development of PMU

There are in this context a number of immediate support activities which may be undertaken by NPA as part of the Norwegian assistance.

Such activities, which should be defined under the motto LEARNING BY DOING, are for example:



- (a) assistance as required to organize the proposed Donors Conference
- This would i.a. entail, in close cooperation with ANC:
- \* to form the Conference programme, invitation, define venue requirements, etc
  - \* to analyse the requirements in forming the ANC PMU
  - \* to update/re-prioritize the Development Plan
  - \* prepare a Conference budget and seek financing
- (b) assistance to initiate the PMU organizational activities.
- \* To simply prepare a theoretical model is not to be recommended. Initially the PMU should be tailored to the activities already being undertaken or in the process of being activated. Priority should thus be given to develop the proposed PMU through the planning and implementation of some of the activities already planned for 1989, e.g.:
    - \* Water Supply for Dakawa proper, the Central Area and the Farm Development.
    - \* VTC and V2 Housing
    - \* Village 1, planning and infrastructure
    - \* Operation and Maintenance activities at Dakawa and Masimbu
    - \* VTC supportIndividual priorities must be decided in cooperation with ANC as it is safe to assume that several of these activities will run well into 1990 and possibly beyond. Initial emphasis should be paid to the programming work required to define the scope, standards, costs and other requirements necessary for ANC PMU/NPA to procure and administer the relevant consulting, contractor and other expert services. Through this exercise standard routines, guidelines and systems should be developed for i.a.:
    - \* preparing Terms of References for consulting services
    - \* preparing design programmes for buildings(briefs)
    - \* invitations to, evaluations of and contracts/negotiations with consultants and contractors/suppliers
    - \* progress and cost monitoring and reporting
    - \* construction and installation supervision
    - \* procurement of goods and equipment
- (c) As other activities are being introduced, the PMU will participate in the development of relevant managerial tools, always assuming that necessary expertise will be made available - initially through the Norwegian assistance - later also from other sources, i.a. as a result of the proposed Donors Conference.
- (d) Support to the immediate Operation and Maintenance Requirements at Masimbu and Dakawa



- (e) An Action Programme should be developed detailing the work to be undertaken on a short-term basis, and a corresponding Time Schedule, a Budget and a realistic staffing plan for NPA and the PMU should be prepared.
- (f) A technical and cost reporting system related to the above Action Programme and satisfying the requirements of MFA should be developed by NPA.

Blu, 25.03.89