

TITLE OF THE REPORT:

**EVALUATION OF THE THREE YEAR MUNICIPAL PARTNERSHIP PROGRAMME BETWEEN CHINSALI MUNICIPAL COUNCIL AND PITEA KOMMUN IN THE AREA OF DEVELOPMENT OF LOCAL DEMOCRACY**

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KEY WORDS

Elected officials, functioning system, local democracy.

## 1. SUMMARY

This project was a collaboration between Piteå Kommun in Sweden and Chinsali Municipal Council in Zambia where officials and elected representatives from Chinsali municipality were given an opportunity to develop the capacity of women in the development of local democracy. This was a three year project which has been running from June, 2015 to June 2018. The purpose of the project was for Chinsali Municipality to develop methods that would involve women from Chinsali district in development of local democracy. Furthermore, the elected local Politicians decided on a 3 year action plan for the development of local democracy and special attention was given to women.

Clearly the project was a success in that over 90% of the people concerned were happy and wanted it to continue. The cooperation has positively affected both Chinsali municipality officials and councillors on one hand and the women group and community on the other hand. Notable among the successes are the election of a first female councillor and the formation of a functional women's group.

## 2. INTRODUCTION

### 2.1 BACKGROUND INFORMATION

Chinsali and Pitea Municipality officials met in 2013 during a training workshop for Symbio City in Sweden sponsored by the International Centre for Local Democracy (ICLD) on Sustainable Development and Local Democracy. During the training period in Kiruna there was a mini-matching seminar where Chinsali and Pitea officials met. Following this meeting an exchange programme followed and in March 2014 the Chinsali Municipality delegation visited Pitea and later in the same year Pitea reciprocated the visit to Chinsali. Arising from these meetings, areas of cooperation were identified namely, development of local democracy with focus on women and creation of functioning systems where citizens would express their views.

Zambia is implementing the Decentralisation Policy where more governance and administrative powers will be vested in the local authorities. It is therefore important that local people are empowered with necessary knowledge and skills to take charge of their own affairs such as governance and accountability. Women in Zambia, especially in the rural set up, are not very much willing to participate in governance issues let alone politics. It is not unusual to find male dominated municipalities and councils around the country. The purpose of this project was to strengthen the capacity within the

Municipality for both elected representatives and officials to be proactive to women issues and aspirations. Additionally, Chinsali Municipal council has been declared a centre of excellence for Gender mainstreaming where both men and women must have equal opportunities in terms of access to information and knowledge in order to effectively contribute to the development of the areas in which they live.

## 2.2 GENERAL AIM

To train and develop capacity of management and staff and Councillors (elected politicians) in Chinsali to enable them involve women in the development of local democracy and creating functioning systems where citizens would express their views which the municipality could take care of.

## 2.3 METHODOLOGY

The evaluation team comprised of three male researchers from different operational departments and who are residents within Chinsali municipality. The work began with a group discussion and desk review of how the cooperation, from its inception, had been running. The project had been running close to three years.

Three questionnaires and interview – questions were designed, one for elected councillors and Council officials, the second one for women who were directly involved in the project and the last one was for citizens who at one time expressed their views/complaint on local authority service delivery. The results are discussed quantitatively and qualitatively following the same order as indicated above.

Next the set of three semi-structured questionnaires were administered by the three interviewers to collect data. Thirty (30) interviews were conducted in four categories as follows;

- Five (5) Chinsali residents by verbal interview
- Four (4) elected Councillors ( 3 by questionnaire and 1 by telephone interview)
- Nine (9) officials working for Chinsali Municipal council by questionnaire
- Twelve (12) women directly involved in the project by questionnaire

The objective of the semi-structured interviews was to encourage interviewees to relate freely their experiences about the project. Purposeful random sampling was used to get

the 30 respondents. The responses were discussed question by question as each question represents a sub-theme for the project.

## 2.4 TIMELINE FOR EVALUATION

The evaluation was set to be done within the period from February to April 2018

<b>Activity</b>	<b>Expected completion date</b>	<b>Person responsible</b>
Desk Review	2 <sup>nd</sup> – 9 <sup>th</sup> February, 2018	Evaluation Team
Interview of women group, officials and councillors	15 <sup>th</sup> February, 2018 – 2 <sup>nd</sup> March, 2018	Evaluation Team
Interview of citizens	9 <sup>th</sup> – 11 <sup>th</sup> April, 2018	Evaluation Team
Produce Draft report	27 <sup>th</sup> April, 2018	Evaluation team
Submission of the Draft Report	7 <sup>th</sup> – 11 <sup>th</sup> May, 2018	Evaluation team

## 3. OBJECTIVES

### 3.1 SPECIFIC OBJECTIVES FOR THE PROJECT

The main objectives for the project were:

- To ensure that officials and elected representatives have the experience and knowledge regarding women's possibilities for participation
- To enable Chinsali municipality run at least one local project for women which contributes in developing relevant methods for female participation
- To ensure that the municipality has involved women in developing a functional system for citizens to express their views and for the municipality to take care of them.

### 3.2 OBJECTIVES FOR THE EVALUATION

The main objectives of the evaluation was:

- i. To examine the extent to which elected politicians and officials have gained experiences and knowledge regarding women's possibilities for participation

- ii. To examine the effectiveness of the implementation of the women’s empowerment project through development of local democracy project that was conducted between Pitea and Chinsali Municipality between the period, June, 2015 to June 2018.
- iii. To assess the presence and effectiveness of a functioning system for citizens to express their views and for the municipality to take care of them.
- iv. To draw conclusions regarding the projects achievements and challenges and make recommendations.

#### 4.0 PRESENTATION OF REPORT FINDINGS

##### OVERVIEW

The evaluation findings are presented and analyzed in tables. Questions from the questionnaires have been organized thematically according to the project objectives.

#### 4.1 MUNICIPALITY OFFICIALS AND ELECTED COUNCILLORS

Four (4) councillors and nine (9) council officials were interviewed. The age range was 30 to 56 years with three (3) females and ten (10) males. Their responses are tabulated below question by question.

##### 4.1.1 QUESTION BY QUESTION

- i. Are you aware of the Municipal Partnership between Chinsali Municipal Council and Pitea Municipality? (Yes/No)

Yes	No
13	0

100% agreed that they were aware

- ii. Have you had enough information about this project? If not, what is missing?

Enough	Not enough
11	2

While 11 out of 13 said they had enough information 2 were of the view that much more needed to be done in terms of information sharing and orientation by those who visited Pitea in Sweden.

iii. What have you learned about women’s ability to participate in developing the municipality?

iv.

Participation	Other challenges
Been scaled up, one female councillor, encouraging each other, garbage collection and income generation, ability to participate in development and broken cultural barrier.	Very limited participation due to lack of information, need encouragement

The general (10 of them) response was that women participation had been scaled up and that it was visible both at the council and in the community. Only 2 indicated that more needed to be done and one respondent left it blank

v. What experience do you now have of women’s ability to participate in local democracy?

Experience to participate	Challenges
Gained a lot, female councillor, women organising themselves for projects (garbage collection), exposed to their rights (politics, business decision making etc)	Still need encouragement through focus group discussions, lagging behind academically.

It was felt that they all had gained a lot of experience as could be seen from the fact that women were now able to organise themselves in various ventures including garbage collection, butter making, quality decision making and also involving themselves in politics.

vi. Is there more participation among women now than before the project? If so, in what way?

Yes	No
13	0

The response to this question was in the affirmative. They gave examples like women were now actively interacting with each other, showing keen interest in politics resulting in one female councillor breaking the male dominated municipality. In addition there were new women clubs coming up in the district

- vii. In what way has this affected you as an elected representative?
- a. **Elected councillors;** three indicated positively and stressed that they realised that they needed to serve the people and not just concentrating on being paid allowances and allocating plots.

**Officials;** eight said it had affected them positively and some of these areas include, development of team work, increased gender balance, quality service and efficiency.

- viii. What effect on work for local democracy has this project had?

Women have opened up to discuss matters affecting them on their own and also with men; raised participatory awareness and raised levels of conducting public meetings to councillors in their wards. The project has helped in enhancing the decentralisation policy.

- ix. How has been the cooperation among officials in relation to the project?

Very good	Good	Fair	Feel left out
1	5	1	2 (some officers were not aware of the project)

- i. What could have been done in a better way in the process of this project?

- To sensitise women in all communities not selected ones only
- Sensitising Chinsali residents on equal rights and gender issues
- Good and fair selection criteria on who should have travelled to Sweden
- Increase in contact time with colleagues from Pitea especially in Chinsali
- Rotation arrangement on council staff involvement in the project
- More exchange visits on departmental level

- ii. How can the work for focus on women and women's participation continue when this project ends?

Continuity	Challenges after
Women have learnt to be self -supporting, need for government policies, Too soon to stop now, continue sensitising community, streamlining it in council structures like community development Section, empowering	Traditions are difficult to overcome women may slide back

women through personal loans as start- up capital, likely to continue as the basic interest has been developed in women, need financial support, people feel it must continue.	
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The general feeling of the respondents was that it would not be easy for the women to continue without the intervention of both the council and the Government. They cited lack of resources coupled with difficulties in breaking the entrenched traditions of women servitude. However, four (4) believed that they could continue as the women have developed the desire to work in groups.

iii. Has the project with Pitea Municipality had an impact on the way you do your work as a councillor? If yes – in what way?

Yes	No
13	0

The impact was in the following areas;

- Time management and punctuality
- Development of their local areas
- Become consultative with stakeholders
- Become impartial to all, especially equality with women in capabilities to perform
- To involve women in developmental programmes
- To have positive mind towards work
- Taking women’s views seriously

iv. Has the project made any personal change in your way of thinking regarding local democracy and/or women empowerment/participation?

Yes	No
10	3

The three who indicated ‘not really’ said that they were already aware of the local democracy and women empowerment and participation before the project. Ten indicated that it had affected their thinking positively.

4.2 WASTE MANAGEMENT GROUP (WOMEN GROUP)

The municipality operated at least one local women's project that helped to develop relevant methods to develop women’s participation. The team interviewed twelve



women from the waste management group in Chinsali District. The interviews took place on 2 different days. The initial target was to interview 15 members which is around 50% of the persons in the group but only managed to interview 12 which is around 40% of the members. The structured interviews administered are shown in appendix 1. The discussions with the members were as follows:

#### 4.2.1 QUESTION BY QUESTION

- i. How long have you been a member of the Waste Management Group?

0 – 2 Years	2 Years
0	12

All the members spoken to indicated that they had been members of the group for two

- ii. Have you under gone any trainings as a member of the group? Yes /No, if yes what did you learn?

Yes	No
12	0

All the members spoken to indicated that they had undergone training as members of the group and the areas mentioned were:

- Cleanliness
- Disease prevention
- Teamwork
- Waste management/disposal of litter
- Sorting/Recycling of waste
- Dangers of waste
- Waste management as a business opportunity, i.e. making bags, hats, floor polish and mats out of waste plastics.
- Benefits of waste management
- governance

- iii. Have you learned new things in the group?

Learned new things	Did not learn a thing
12	0

All the members acknowledged learning new things in their group and they were summarised as follows:

- Prevention of diseases through cleanliness
- Fundraising through waste management/recycling of waste
- Waste management as a business opportunity
- Waste management as a health management practice
- Possibility of diversification in their business opportunity/Fundraising for other businesses
- Capacity to train others
- Waste as a resource for raising funds
- Team work

iv. What work is the group involved in currently?

Routine work	Routine work and sensitization of clients
6	6

All the group members indicated that currently the group is involved in the following activities on Mondays and Thursdays:

- garbage/waste collection from homes in three residential areas namely Mayadi, Rural and Chinunda,
- Separation of garbage/waste, garbage/waste disposal at skip bin locations
- Sensitising communities in issues of cleanliness as they go about their chores.

v. Are there benefits of being part of this group?

Yes	No
12	0

All the members interviewed indicated to the team that there were benefits, which included:

- Earn money to use as start-up capital to invest in personal businesses as well as group businesses in the future
- Change of mind-set
- Hope of being part of a more successful business in future/increased employment opportunities for them and their families in future

- Ability to buy home essentials and pay school fees for their children from their income
- Increase in knowledge and skills as they work in a team

They however said that although the benefits were not much for now, they believed the future would be better.

vi. What could have been done better? When faced with problems /challenges, how do you Solve them?

All aspects were considered	Not all aspects were considered
0	12

All the members interviewed indicated that:

- they should have been provided with bigger bins
- basic transport should have been provided by the local authority to start with
- There should have been more locations for skip bins to lessen the distances from pick up locations.
- Suggested that they should have been capacity built in management of other possible business ventures like poultry which the members were interested in as future ventures.
- Municipality should have helped sensitize residents once more on the regulation against digging of pits in residential backyards

When members were faced with challenges they indicated that they did sit down with their leadership and colleagues to seek for solutions. They however mentioned that the top leadership needed more capacity building on leadership skills and that they needed to be on the ground a bit more often to understand the situations better.

vii. How is the co-operation amongst group members?

Good	Bad	Good though room for improvement
8	0	4

8 out of 12 members (67%) interviewed cited very good cooperation among the membership. No member indicated any bad cooperation within group members.

However, 4 out of 12 members (25%) felt that the office of the secretary needed to communicate better to all members to avoid conflicts.

- viii. Do you have any structure in your group, Yes/No.? Describe the structure of the group?

Yes	No
12	0

Almost all members (100%) responded that the structure was there which comprised the Chairperson, vice chairperson, secretary, vice secretary, treasurer and four committee members.

- ix. Do you receive any support from the council if yes, then state how?

Yes	No
12	0

All the members (100%) said that they received the initial support of wheelbarrows, rakes, bins and gloves and the continued presence of skip bins in various locations. Additionally, all the respondents indicated that a bit more help could have come from the local authority during the course of operation.

- x. Do you see yourself continuing as a member of the Solid Waste Management Group?

Yes	No
12	0

All the members (100%) were happy to continue being members of the Waste management group. They believed that the initiative may have challenges in its initial stage but they hoped for a better future.

- xi. What challenges are you facing from the community, if any, how has been the response from the community?

Facing challenges	Not facing any challenges
12	0

All the members (100%) indicated that they were facing challenges from the community members such as collection of fees, continued digging and usage of backyard rubbish pits. However, the initiative is increasingly being appreciated.

#### 4.3 CHINSALI MUNICIPAL COUNCIL FUNCTIONAL SYSTEM TO TAKE CARE OF THE VIEWS EXPRESSED BY CITIZENS.

Five (5) Chinsali citizens were interviewed and their responses have been analysed below question by question.

i) How long have you been living in Chinsali district?

Less than 2 years	Between 2 and 3 years	Above 3 years
0	1	4

The figure above indicates that no respondent lived in Chinsali for less than 2 years while one (1) respondent lived in Chinsali between 2 and 3 years and four (80%) participants lived in Chinsali for more than 3 years.

ii) Have you ever lodged any complaint/concern to Chinsali municipal council before?

Yes	No
5	0

100% responded in the affirmative.

iii) How was the issue reported?

Through suggestion Box	By writing in a complaint Book
0	5

100% lodged their complaint in the complaint book while no one used the suggestion box.

iv) Was there any action taken by the local authority to address the reported issue/concern?

Yes	No
5	0

All the 5 respondents reported that they had reported and action was taken to address the matter. This represented 100% positive response.

v) How long did it take for the council to take action?

Less than 1 week	About 1 week	More than 1 week
3	2	0

3 out of 5 citizens (60%) contacted responded that it took less than 1 week, 2 of them said it took 1 week and no one said that it took more than 1 week.

vi) Has the issue stopped or continued?

Stopped	Continued
3	2

3 out of 5 said that the issue had stopped while 2 said that it had continued. This represented 60% and 40% respectively.

vii) Did the council make any follow up to check whether the reported matter had stopped or continued?

Follow up made	No follow up was made
2	3

Out of all the respondents contacted, 2 (40%) said that the follow up was made while 3 (60%) reported that there was no follow up.

viii) In your own opinion, do you think the council takes care of the citizen's views when reported?

Yes	No
4	1

4 participants (80%) were of the view that Chinsali Municipal council takes care while 1 (10%) said they are inconsistent.

## 5.0 DISCUSSION OF FINDINGS

### OVERVIEW

This section discusses the findings of the report with the support of the relevant reviewed literature. The evaluation report revealed a lot of issues pertaining to the three

year municipal partnership programme between Chinsali municipal council and Pitea Kommun in the area of local democracy. The arrangement and discussion have been done in accordance with themes derived from the specific objectives and presentation of report findings.

## 5.1 COUNCILLORS AND COUNCIL OFFICIALS

All councillors and council officials were aware of the program and had information on the project, they also said that women had the capacity to participate in development, supported by men. The respondents were encouraged by the performance of the waste management group and the election of the first female councillor in the Chinsali municipal council. It was clear that there was more women participation in development issues than before.

However, they were of the view that comprehensive sensitization of women in all wards was required and that with the decentralisation policy being implemented, more exchange visits were required in different areas and at different levels in the municipality. This would ensure gender mainstreaming in all areas of development and cooperation.

It was clear that the officials and councillors had been exposed to positive work culture when they interacted with their colleagues in the Pitea Kommun which definitely helped execution of duties in their work areas. They indicated that the support should continue a bit longer for complete capacity building of councillors and council officials partly because of staff turnover. This will ensure sustainability after the end of the project.

## 5.2 WASTE MANAGEMENT GROUP

According to Thomas (1998), municipal solid waste management has become a major issue of concern for many developing countries. It was therefore imperative and clear that women started out together on this programme as a group. They had a structure in place and the cooperation between the members was good. They also received support

from the council. In times of challenges, the available structure was adequate to help resolve any conflicts which arose within the group.

The women received training in various aspects of waste management and they were aware of the advantages of waste management especially those which were health related and also the business opportunities the chosen project presented in the area of recycling. The venture was expected to grow because population in Chinsali municipal council was rapidly increasing as a result of the declaration of Chinsali as a provincial headquarters for Muchinga province. This is in line with what Mukuka and Masiye (2002), said that, “there is a quasi linear relationship between population growth and waste produced”.

Currently, the women meet two times a week to serve their clients and also sensitize them in the area of cleanliness in the community, in three pilot residential areas. Although they faced some challenges during their operations like delayed payments from their clients, limited equipment for use, few locations of skip bins around their area of operation and resistance from some residents who dig illegal garbage pits in their backyards, they have hope for a better future. They also hope to diversify into other viable enterprises such as poultry rearing. However, the group was of the view that the local authority should be forceful in implementing the by – law against digging of rubbish pits.

### 5.3 CITIZENS’ VIEWS ON CHINSALI MUNICIPAL COUNCIL FUNCTIONAL SYSTEM

In line with the Zambian government devolution policy, which is to decentralise and strengthen the Local Government by improving efficiency and effectiveness in the performance of local authority functioning systems and delivery of services to the local people (MoE, 2011).

The findings clearly indicated that Chinsali municipal council had put in place systems through which citizens expressed their views. Common cases that were reported by the citizens included; uncontrolled stray animals, uncontrolled brewing and excessive intake of illicit beers, selling of rotten foods and other expired products in butcheries and shops, noise pollution from bars and those making pirated music compact discs (CDs), construction of pit latrines in undesignated places within a particular compound.



It was reported that the Director Environmental services was responsible for the implementation of a functioning system to respond to the concerns and views of the citizen. However, the responsibility has now been transferred to the Public Relations Officer who recently joined Chinsali Municipal Council. The following systems were put in place and are functional;

#### 4.3.1 COMPLAINT BOOK

The evaluation team confirmed that a complaint book, where all issues/concerns reported by citizens was available. It contained details such as the date when the complaint was lodged, the actual complaint, the place or location of occurrence, the name of the complainant and the action taken

#### 4.3.2 SUGGESTION BOX

A suggestion box is available and is placed along the corridor near the notice board where every citizen can see it and drop in suggestions or opinions from the residents .

Looking at the results presented, it was categorically clear that Chinsali Municipal council had created a functional system where citizens expressed their views and in most cases the council acted promptly in addressing cases.

However, it was also noted that some cases of noise pollution and excessive intake of illicit beers that had been reported and dealt with were repeated by offenders and the municipality did not make a follow up.

## 6. CONCLUSION AND RECOMMENDATIONS

This part of the evaluation report discusses the conclusions and the recommendations to the evaluation report.

### 6.1 CONCLUSIONS

The two sections above present the main findings of the task of evaluation that was conducted for evaluating the Municipal partnership programme between Chinsali municipal council and Pitea Kommun in the area of local democracy project.

The evaluation revealed that the project achieved the development of capacity in Councillors (elected politicians) and council officials in Chinsali to enable them involve

women in the development of local democracy which culminated in the election of the first female councillor and active participation of women in local governance.

The project enhanced the establishment of a functioning systems where citizens expressed their views freely for the municipalities' action.

The other success was the formation of a functional women waste management group which has continued to work together in raising resources for their families through garbage collection and sensitising community members about cleanliness.

## 6.2 RECOMMENDATIONS

In view of the evaluation results in this report, the following are the recommendations by the evaluation team to Chinsali municipal council and Pitea Kommun:

- 6.2.1 The municipality must improve on empowering women participation in local democracy by providing all the necessary requisites for their effective operation and expansion into other viable ventures.
- 6.2.2 The female representatives should be supported with skill needs assessment, capacity building training, mentorship and monitoring of their individual work plans (Zambia national womens Lobby, 2018).
- 6.2.3 Mainstreaming gender at all levels in the municipality should be enhanced
- 6.2.4 Information dissemination amongst all council stakeholders should be improved.
- 6.2.5 The council should decentralise or roll out the project to all parts of the district.
- 6.2.6 The council should reinforce all by – laws for smooth operations by the women's group and other upcoming initiatives
- 6.2.7 The project must continue for a few more years to ensure management, staff, councillors and women develop capacity and ensure sustainability of the project.
- 6.2.8 There is need for more exchange visits in different specialised departments.
- 6.2.9 The council must ensure that all reported **complaints** are acted upon conclusively and develop comprehensive follow up plan.

- 6.2.10 The council should develop a supervisory system for all established groups especially for the women waste management group.

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## APPENDIX (i)

### EVALUATION QUESTIONNAIRE WITH OFFICIALS AND COUNCILLORS

AGE

GENDER

1. Are you aware of the Municipal partnership between Chinsali municipal council and Pitea municipality (yes/no)

2. Have you had enough information about this project? If not what is missing?
3. What have you learned about women's ability to participate in developing the municipality?
4. What experience do you now have of women's ability to participate in local democracy?
5. Is there more participation among women now than before the project, if so in which way?
6. In what way has this affected you as an elected representative?
7. What effect on work for local democracy has this project had?
8. How has been the cooperation among officials in relation to the project?
9. What could have been done in a better way in the process of this project?
10. How can the work for focus on women and women participation continue when this project ends?
11. Has the project with Pitea municipality had an impact on the way you do your work as a councillor? If yes, in what way?
12. Has the project made any personal change in your way of thinking regarding local democracy and /or women empowerment/participation

**Thank you for your participation**

## APPENDIX (ii)

### EVALUATION QUESTIONNAIRE WITH WASTE MANAGEMENT GROUP

1. How long have you been a member of the Waste Management Group?
2. Have you under gone any trainings as a member of the group? Yes /No, if yes what did you learn?
3. Have you learned new things in the group?
4. What work is the group involved currently?

5. What are the benefits of being part of this group?
6. What could have been done better? When faced with problems /challenges, how do you solve them?
7. How is the co-operation between group members?
8. Do you have any structure in your group, Yes/No.? Describe the structure of the group?
9. Do you receive any support from the council if yes, then state how?
10. Do you see yourself continuing as a member of Solid Waste Management Group?
11. What challenges are you facing from the community, if any, how has been the response from the community?

**Thank you for your participation**

#### APPENDIX (iii)

#### EVALUATION QUESTIONNAIRE WITH PUBLIC CITIZENS

1. Have you ever logged any complaint/concern to Chinsali municipal council before?
2. How was the issue reported?
3. Was there any action taken by the local authority to address the reported issue/concern?
4. How long did it take for the council to take action?

5. Has the issue stopped or continued?
6. Did the council make any follow up to check whether had reported matter stopped or continued?
7. In your own opinion, do you think the council takes care of the citizen's views when reported?
8. In your own opinion, do you think the municipality take care of the citizen's views when it is reported to them?

**Thank you for your participation**