

THE SUSTAINABLE CITIES PROGRAMME IN ZAMBIA (1994 -2007):

ADDRESSING CHALLENGES OF RAPID URBANIZATION



SCP DOCUMENTATION SERIES, VOLUME 10

**THE SUSTAINABLE CITIES
PROGRAMME IN ZAMBIA
(1994 - 2007):
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ABBREVIATIONS

DANIDA	Danish International Development Agency
EMIS	Environmental Management Information System
EPM	Environmental Planning and Management
ILO	International Labour Organisation
SCP	Sustainable Cities Programme
SLP	Sustainable Lusaka Programme
SKP	Sustainable Kitwe Programme
UNDP	United Nations Development Programme
UN-HABITAT	United Nations Human Settlements Programme
UNEP	United Nations Environment Programme



PREFACE

In Zambia the Sustainable Cities Programme was implemented in Lusaka from 1994-2001 to address high levels of poverty and inequality experienced in the city resulting from a shrinking economy as the country's copper-dominated export sector started to dwindle and government's capacity to adequately deliver public services was impaired. The city suffered major environmental challenges particularly air and water pollution; insufficient water resources; ineffective solid waste management; inadequate sanitation systems; traffic congestion; limited urban planning capacities and open quarrying. In 2002, the programme was extended to Kitwe city, to help address environment-development problems of inadequate and inefficient urban services particularly in low income areas, growth and expansion of informal settlements; congestion in the town centre; air pollution and a declining economic base. This was coupled with weak institutional capacities that were unable to facilitate city-wide service delivery on a sustainable basis. In both cities the programme, founded on a broad-based stakeholder participatory approach, was targeted at building capacities in environmental planning and management (EPM) in urban local authorities and their partners; it also supported measures for poverty alleviation, particularly in unplanned settlements and promoted environmentally sustainable socio-economic development and growth. This report documents the activities of the Sustainable Lusaka Programme and Sustainable Kitwe Programme in Zambia in the period 1994-2007.





Lusaka Central Busines District. Photo ©UN-HABITAT

CHAPTER 1: THE SCP PROCESS

The development potential of cities all over the world is being increasingly threatened by environmental deterioration. Aside from the obvious effects on the health and well-being of people, environmental degradation directly impedes socio-economic development. For development to be truly 'sustainable', cities need to find better ways of balancing the environment with the pressures on it by human beings.

ENVIRONMENTAL DETERIORATION IS AVOIDABLE

The Sustainable Cities Programme recognizes that environmental deterioration is not inevitable. Although many cities are suffering severe environmental and economic damage, there are encouraging signs that deterioration is not a necessary evil or an outcome of growth. Mounting evidence from cities around the world show that the fundamental challenge to development is good urban governance, better planning and more effective management.

SUSTAINABLE CITIES PROGRAMME - A PARTICIPATORY PROCESS MODEL FOR GOOD GOVERNANCE

The Sustainable Cities Programme is a world-wide technical cooperation facility of UN-HABITAT and UNEP. It works at city level in collaboration with local partners to strengthen their capabilities for environment planning and management. It is a participatory process model to promote Good Governance. Employing a common conceptual framework tested in many countries, the Project adopts a style and methodology unique to each city to meet that city's specific needs.

The Sustainable Cities Programme emphasizes that properly planned and managed cities hold the key to human development in a safer environment.

Good Urban Governance is the key and is characterized by the principles of partnerships, transparency, & accountability. The Sustainable Cities Programme also supports the improvement of governance at the municipal level. It also promotes gender parity as an integral aspect of environment planning and management.

STAKEHOLDER PARTNERSHIPS

The Programme's challenge has been to rally key stakeholders to work together for effective change in attitude and behaviour in Environmental Planning and Management. Working group methodology has been found to be an effective tool for the purpose. The process consists of a logical sequence of inter-connected activities with specific outputs.



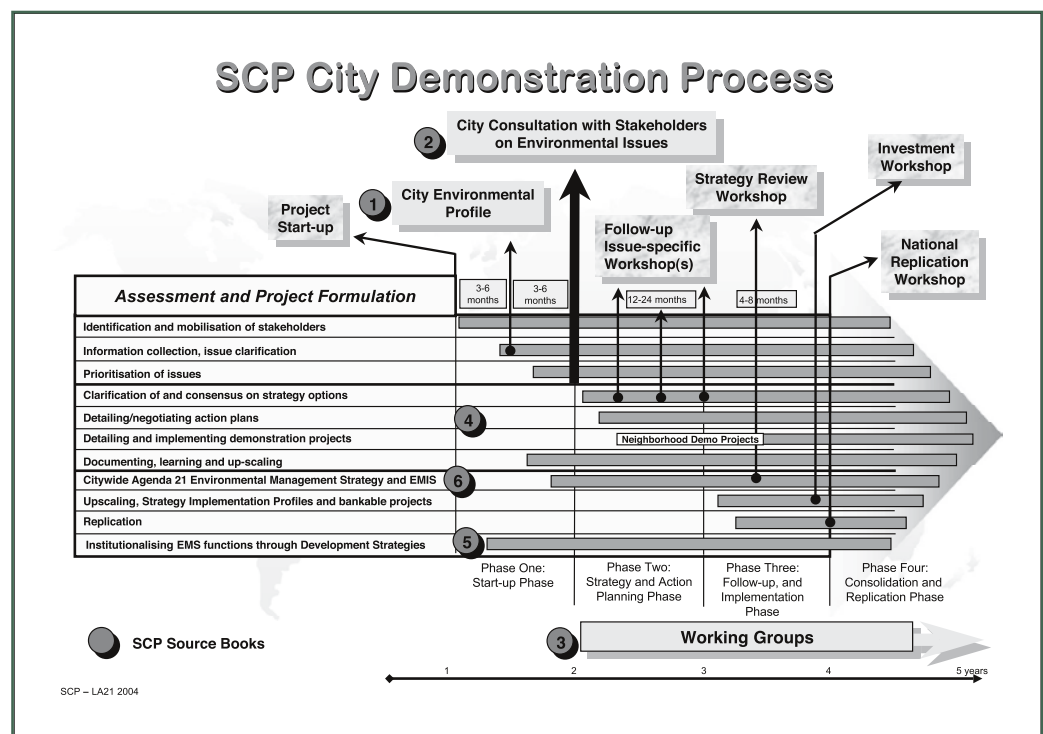
THE GLOBAL APPROACH

The global approach of the Sustainable Cities Programme to effective environment planning and management has four distinct phases:

- (I) Start-up
- (II) Strategy building and action planning
- (III) Implementation and demonstration
- (IV) Consolidation and replication.

The appended chart illustrates the process of the Sustainable Cities Programme.

ILLUSTRATION 1: THE SCP DOCUMENTATION PROCESS



CHAPTER 2: ZAMBIA

Zambia is a landlocked country with an estimated population of 12 million people (2000 Census). The country is endowed with mineral wealth, mainly copper and large tracts of un-exploited land. Continued volatility in world copper prices from the mid-1990s to the early 2000s resulted in a serious economic and human development crisis, evidenced by declining economic, social, and development indicators. Economic growth slowed and living standards fell – per capita GDP was USD300 in 2000 compared with USD450 at the beginning of the 1990s. Formal sector employment declined from approximately 25% of the labour force in 1990 to less than 10% in 2000. With public sector layoffs under the reform programme, the country saw the majority of Zambians become poor.

Zambia was and still is one of the most urbanised countries in southern Africa. With urbanisation at nearly 40%, it placed Zambia second only to South Africa. The urban population is concentrated in Lusaka and the Copperbelt Cities of Ndola and Kitwe. Over 60% of the population lives in unplanned peri-urban settlements, where physical infrastructure and services are inadequate and in poor condition. A typical feature of these peri-urban settlements is their emergence as unplanned settlements. They are characterised by overcrowding, inadequate water supply, deteriorated environmental conditions, poor sanitation, poor drainage, uncollected solid waste, and with inadequate security of tenure. This situation was crying out for something to be done to uplift the lives of the people living in the city, particularly in peri-urban settlements.

Since independence in 1964, Zambia has endured a few governments with varying policies. The first began just after independence in 1964, when the newly established government opted for what was essentially a market economy. During



this period, copper mining was central to the country's development, and the concentration of investment in this sector generated one of the most urbanised populations in Africa. Despite urbanisation, the majority of the population lived in areas often isolated from urban centres.

In the early 1970s, the government broke away from the market-driven policies, opting rather for state-control. This saw the entrenchment of an urban-bias in 1972, when the copper mines were nationalised as part of the newly-adopted strategy based on the establishment and expansion of state-owned enterprises. During this period, world copper prices fell sharply, leading to a decline in export earnings. The government, believing this fall to be temporary, borrowed heavily to lessen the impact of the sharp decline in imported consumer and investment goods. Foreign debt mounted rapidly while GDP growth dropped to 0.5 percent.

Instead of initiating a process of structural adjustment and encouraging diversification, the government chose instead to adopt regulatory policies. Government subsidised and fixed consumer prices to protect urban consumption, while the mining sector and state-owned manufacturing sectors were favoured through import-licensing and foreign exchange allocation. Growth remained unresponsive to this new interventionist strategy.

When the new government took power in the country's first free elections in 1991, it made a commitment to make comprehensive structural adjustments and a promise for more transparent and accountable governance. However, the new government faced an unstable and contracting economy as it approached these inherited challenges. The country experienced high levels of poverty and inequality, the copper-dominated export sector started to dwindle, and the government accrued a huge foreign debt. To ameliorate this situation, the government embarked on the fourth Structural Adjustment Plan, which introduced measures, among others, to privatise state assets.

These measures impaired government's capacity to adequately deliver public services to its citizens because financial resources to fuel development programmes started to dry up. This alienated citizens from participating in the socio-economic and political life of the country because of disenchantment emanating from rising levels of poverty. It became increasingly clear that government needed to do something to address the situation.

Against this worsening urban situation, the Sustainable Cities Programme in Zambia was implemented in two cities - Lusaka and Kitwe. The two cities are strategically placed in terms of their contribution to the development of the country. Lusaka is the administration capital of Zambia while Kitwe is the heart of Zambia's mining industry - copper and other minerals.

2.1 LUSAKA

Lusaka is the capital of the Republic of Zambia. It is located about 15° 25' S, 28° 17' E of this land-locked country. It spans an approximate total surface area of 380 km². The city is built on flat terrain, which geologically comprises schists and quartzite dominated by thick sequences of marbles, in which differential dissolution has created a rugged terrain. The dominant economic activities are manufacturing, trading and construction. Currently, the city hosts an estimated



population of about two million people, which represents about 17% of the country's total population. This rapid population growth is driven by a number of factors, among them, a rural-urban and intra-urban/city migration in search of a better life. This was exacerbated by the overall economic malaise that began to affect other towns on the copper belt after the closure of most of the mines and the collapse of auxiliary industries supporting those mines. In turn, this led to Lusaka becoming one of the most urbanised cities in the southern Africa sub-region. This has initiated increased urbanisation with its attendant effects of overcrowding and congestion, insufficiently serviced housing areas, rapid economic decline, urban poverty, unplanned settlements, and poor living conditions. As more than 60% of the population lives in peri-urban settlements, some of which are considered illegal, the Lusaka City Council was not obliged to provide services. This caused perennial outbreaks of waterborne diseases like cholera. The major environmental challenges of concern in Lusaka have included (i) Air and water pollution (ii) Insufficient water resources (iii) Ineffective solid waste management (iv) Undeveloped waterborne sanitation systems (iv) Traffic congestion (v) Limited urban planning capacities (vii) Open quarrying.



Aerial view of Lusaka. Photo ©UN-HABITAT



2.2 KITWE

The city of Kitwe is in the central part of the Copperbelt Province and covers an area of 777 square kilometres. The city was established in the early 1900s with the discovery of large copper deposits. Commencement of mining operations in 1931 saw the growth of Kitwe and its recognition as a township under a Management Board in 1935. Kitwe grew rapidly from merely a centre for provision of services to the mining industry to attain a city status in 1966 and became the third largest town in Zambia. Since its inception, Kitwe District has had two distinctive administrative structures: one falling under the mining industry and the other under municipal control. This dual land administration led to each system providing its own range of municipal development and infrastructural services. The dual arrangement ceased with the privatisation of the mines in the 1990s and the Kitwe City Council assumed responsibility for the entire municipal jurisdiction.

Kitwe is the most populated district in the Copperbelt Province. In 2000, Kitwe District had a total population of 376 124, accounting for about 23.8% of the total population in the Copperbelt Province (CSO: 2003). The major environment-development problems in Kitwe included inadequate inefficient waste management, inadequate and poor water supply and sanitation particularly in low income areas, poor road networks and drainage system, growth and expansion of informal settlements and their attendant problems, inadequate public health services, congestion in the Central Business District particularly in the city market, air pollution from mining operations and a declining economic base. The main impact of these urban problems has been the rapid deterioration in urban environmental and living conditions resulting in a diminished quality of life to the residents of the city.

A major contribution to environmental degradation problems in Kitwe is the weak institutional capacities to facilitate city-wide service delivery on a sustainable basis. Institutional problems include weak municipal revenue base, inadequate and uncoordinated strategic planning capacities, poor human resource base manifested in inadequate qualified, skilled and experienced staff to plan, implement and monitor development programmes as well as inadequate support by the Local Government Ministry.



Mine pollution. Photo ©UN-HABITAT

CHAPTER 3: THE SUSTAINABLE CITIES PROGRAMME PROCESS IN ZAMBIA'S CITIES

The Sustainable Cities Programme in Zambia was a joint initiative of UN-HABITAT and UNEP aimed at promoting environmental planning and management on a city and community level with broad community participation. The Programme supported measures for poverty alleviation where poverty levels were high, such as unplanned settlements, and promoted environmentally sustainable socio-economic development and growth. The Sustainable Cities Programme in Zambia was implemented after the government of the Republic of Zambia made a request to UN-HABITAT in November 1994, to participate in the programme. In March 1995, UN-HABITAT sent a fact-finding mission to Zambia. While a number of key local stakeholders were identified, it was clear that environmental planning and management was weak due largely to inappropriate planning, such as the reliance on out-dated master plans and a lack of stakeholder participation in the planning process. Lusaka City Council was, for instance, using a master plan prepared in 1979 which had been overtaken by developments on the ground. Kitwe City Council had no development plan at all and all spatial development proposals were undertaken on an ad hoc basis. The Sustainable Cities Programme executed in two phases, the Sustainable Lusaka Programme (1997 – 2001), and the Sustainable Kitwe Programme (2002 – 2007). Project implementation was vested in the Sustainable Cities Programme cities, but supervised by the Ministry of Local Government and Housing. The environment and planning management process involved the preparation of an Environmental Profile, holding city consultations and formulating Issue Specific Working Groups.

The need to document the Sustainable Cities Programme in Zambia was raised by key stakeholders – the government who made the request to participate in the programme, the Sustainable Cities Programme cities which implemented the programme, and the UNDP, one of the multilateral partners that funded the programme.

The Sustainable Lusaka Programme was conceived to support long term sustainable growth and development of Lusaka through capacity building programmes in environmental planning and management and project implementation activities in communities with high poverty levels. The programme involved communities and the main stakeholders in Lusaka in the formulation and implementation of strategies and action plans. This set out the priority utilisation of internal and external resources. The aim was to institutionalize the programme approach in the Lusaka City Council and the main city institutions to enable them to facilitate the implementation of environmental infrastructure and to improve basic services. Sustainable Lusaka Programme was, in essence, a pilot activity in line with the worldwide Sustainable Cities Programme, and it was expected that, drawing from its lessons, it would be possible to generate similar programmes in other urban areas of the country. The funding of the Sustainable Lusaka Programme was made up of contributions from UNDP (USD700 000), Ireland Aid (USD668 000), and government (USD172 000 in-kind contribution). UN-HABITAT and the International Labour Organisation provided collaborative support.

The Sustainable Kitwe Programme received financial support from UN-HABITAT amounting to USD106 000. The Kitwe programme attempted to replicate the Sustainable Lusaka Programme. The Kitwe Programme was implemented in 2003 when the memorandum of understanding between Kitwe City Council - as the implementing agent - and UN-HABITAT as a funding partner was signed.



The project culminated in June 2006 in a city consultation. Sustainable Kitwe Programme was funded by UN-HABITAT, while Kitwe City Council provided in-kind support, such as paying the salaries of project staff.

Sustainable Kitwe Programme ended in 2007 when the project failed to secure further financial support.

3.1 ENVIRONMENTAL PROFILES

Both the Lusaka Environmental Profile and the Kitwe Environmental Profile were prepared by local consultants during the Start-up Phase. The environmental profile was an inventory of environmental concerns in the Sustainable Cities Programme cities. Preparation of the environmental profiles evolved from extensive discussions with key stakeholders in the public and private sectors. The period of preparation was characterized by high levels of sensitization of people on the environmental planning and management process.

3.1.1 LUSAKA ENVIRONMENTAL PROFILE

The Lusaka Environmental Profile identified a number of issues of immediate concern: (i) Poor and inadequate solid waste management (ii) Inadequate and unsafe water supply and poor sanitation (iii) Unattractive and congested Central Business District (iv) Poor and inadequate housing (v) Crime and urban violence (vi) Poverty and social inequity.

3.1.2 KITWE ENVIRONMENTAL PROFILE

The main objective of the Kitwe Environmental Profile was to produce a technical document on the environmental status of the city. Some of the issues brought out in the environment profile were: (i) Land: the high rate of soil depletion and severe competition in the use of land between the various land users; soil pollution largely caused by acidified rains from mining emissions and poor land administration (ii) Forestry: loss of forests (iii) Water: The impacts of mass deforestation; effluent discharges from industrial, domestic and commercial sources; seepage and overflow from pit latrines and septic tanks (iv) Air: emissions from various mining operations and vehicles (v) Urban Environment Hazards: such as fires, air pollution, poor sanitary conditions, and poor management and disposal of chemical products (vi) Flooding; especially on the banks of the Kafue River (vii) Land Instability resulting from mining operations (viii) Chemicals: the accumulation of expired hazardous substances.



3.2 COMMUNITY PROFILING

In Lusaka, community profiles were undertaken in the three settlements of Chibolya, Chinika and Mandevu/Marapodi. The profiles asked communities to identify their needs, prioritise them and formulate programmes to address them. In turn, these profiles provided baseline information on the socio-economic status of these settlements. The community profiles were undertaken in conjunction with the Research Unit of the Lusaka City Council, which resulted in the transfer of job skills to council staff. Execution of this activity marked the beginning of the basic level of environmental planning and management implementation involving the community and the council. A consolidated report of the settlements' profiles was produced and provided reference material for community consultations. The report was also extensively used as reference material by the Sustainable Lusaka Programme for subsequent interventions, and by other development actors that initiated interventions in other peri-urban settlements, for example the Japan International Cooperation Agency Study Team, in their study on Environmental Planning in Unplanned Urban Settlements.



Kitwe: environmental damage. Photo ©UN-HABITAT



BOX 1: WASTE MANAGEMENT IN UNPLANNED SETTLEMENTS OF LUSAKA

The Waste Management Unit at Lusaka City Council partnered with community based organisations (CBO) and community based enterprises to form a Waste Management Committee responsible for the day-to-day management of the waste system in the unplanned settlements.

Responsibilities of the Waste Management Unit

The Waste Management Unit is responsible for secondary waste collection, that is, the collection of waste from containers, or from the main streets in case a tractor-trailer is used, and its subsequent transportation to the waste disposal site. The Waste Management Unit does this with own equipment or they can organize collection by contracting a private company. In the latter case the Waste Management Unit is responsible for supervising the contractor.

The Waste Management Unit is further responsible for the enforcement of waste management regulations in order to ensure that all waste generators participate in the waste management system, in other words that everybody uses the containers or tractor-trailer and pays for the services provided. For this purpose the Waste Management Unit employs a number of waste management inspectors.

The Waste Management Unit is, in case a private company has been contracted, also responsible for timely payment of that contractor.

Responsibilities of the Waste Management Committee

The community-based waste management committees are responsible for the following:

- In liaison with other community-based organizations such as the Neighbourhood Health Committee and/or the Residents Development Committee, to conduct community awareness and education programmes on solid waste management on a regular basis
- At all times ensure that the settlement is clean and all waste generators are part of the solid waste management scheme
- Collect solid waste fees and ensure that (secondary) waste collection is paid for.

The activities of the waste management committees are monitored by the Waste Management Unit as well as by area based organizations (in case the Waste Management Committee operates under such organization). In several areas, the Waste Management Committee is monitored by the Resident Development Committee, and, in other areas by the Neighbourhood Health Committee. The monitoring of the Waste Management Committee ensures transparency and accountability.

Waste Collection Systems

Different waste collection systems operate in the informal settlements. In most areas, waste is collected in large containers that are picked up for emptying by the Waste Management Unit. In other areas, smaller containers have been placed which are emptied at the disposal site by a private waste management company. In both systems the households, business entities and institutions are required to bring their waste to the containers or the Waste Management Unit may organize a primary waste collection system. In areas closer to the waste disposal site, waste can be collected by means of a tractor-trailer. Also in this system, the community organises the transfer of waste from the households to the tractor-trailer, which only passes through the main streets of the settlement.



Regulations

On basis of the Public Health Act, the Lusaka City Council is obliged 'to take all lawful, necessary and reasonable practicable measures for maintaining its district at all times in a clean and sanitary condition'. Furthermore, the Local Government Act section 70 (1) (b) empowers the Council to impose fees and charges for services, including waste collection, provided within their area. On the basis of the above provisions, Lusaka City Council has established the new waste collection services as well as a fee for these services. Use of and payment for the services is mandatory.

Sustainability

Sustainability of the solid waste management system depends on (i) good management and (ii) financial viability. Taking this into account, all waste generators are expected to pay for waste collection and disposal. In unplanned settlements, fees have been kept to the minimum of a few thousand Kwacha per household per month (1 USD = ZMK4 000). Business houses, institutions and markets pay considerably more because they generate far more waste than households.

The fees collected are used to pay for secondary waste collection, the costs of which include expenditure on fuel and lubricants, wages, vehicle maintenance, insurance and general overhead. The fees also cover the operations of the Waste Management Committees, including wages for sweepers, equipment for street cleaning and administration. Waste disposal, as well as investments in waste collection equipment are covered by subsidies and are not included in the waste fees levied in informal settlements.

Waste minimization is encouraged through re-use of materials and separation of waste from non-waste. Waste re-cycling is encouraged as a means of creating self-employment. Separating waste that can be re-sold is also an income-generating option.



3.3 CITY CONSULTATIONS

3.3.1 THE LUSAKA CITY CONSULTATION

The Lusaka city consultation was a high-profile event that attracted over 200 high-level participants from government, quasi-government, the private sector, and the community. During the consultation process a high level of sensitization of stakeholders took place on the environment planning and management process. There was openness among key stakeholders about the need for a change in attitude to the management of the city. The process brought in the private sector to contribute to the city's development in partnership with the public sector. Communities were impressed with the consultations because it gave them a feeling that they had a stake in identifying and resolving their own problems. The high profile of the consultation, nevertheless, raised a lot of expectations. The consultation process identified three priority issues for immediate intervention: (i) Solid Waste Management, (ii) Water Supply and Sanitation, and (iii) Congestion of the Central Business District.

The challenges faced during this preparatory phase took longer than initially envisaged because the mobilization of stakeholders towards a non-conventional process required time and regular follow-up sessions.



Lusaka: inadequate domestic water. Photo ©UN-HABITAT

3.3.2 THE KITWE CITY CONSULTATION,

The Kitwe city consultation was themed 'Managing the Sustainable Growth and Development of Kitwe', and was the first of its kind for the city, providing a unique opportunity for stakeholders to discuss and agree on urban environmental issues. Special emphasis was put on meeting the needs of the poor and vulnerable with the development of environmental planning and management capacities for poverty reduction in order to meet the Millennium Development Goals by 2015. The consultation was attended by 160 key stakeholders from academia, business, policy makers, residents, community development committees and individuals of high standing in Kitwe society and other towns in the Copperbelt Province. Unlike the Lusaka city consultation, the consultation in Kitwe failed to draw adequate representation or commitment from government. During the consultation, the following issues were identified as priority areas: (i) Solid Waste Management (ii) Basic Urban Services (iii) Environmental Pollution (iv) Chisokone market improvement (v) Environmental Management Information System. Beside these, each working group also discussed issues of institutional arrangement.

None of the Sustainable Cities Programme cities have held follow-up consultations since the initial process began, thereby denying stakeholders feedback on any progress made in addressing environmental issues and any emerging ones.



Kafue river, Kitwe. Photo ©UN-HABITAT



BOX 2: KITWE CITY DECLARATION BY PARTICIPANTS IN THE KITWE CITY CONSULTATION IN 1997

“ WE, the stakeholders and participants at the City Consultation of the Sustainable Kitwe Programme for managing the sustainable development and growth of Kitwe held from 7 to 9 June 2006 at Mpelembe Secondary School, hereby:

- Endorse the universal goals of safer, healthier, liveable, equitable, sustainable and productive human settlements environment
- Confirm that our deliberations have been guided by a spirit of partnership and inclusiveness
- Affirm that the deliberations have inspired us to commit ourselves to the objectives of the consultation and the Sustainable Kitwe Programme.

And Now,

Recognising with a sense of urgency that the continuing deterioration of the environment in and around Kitwe, presents major obstacles to achieving sustainable and equitable socio-economic development and growth of the city.

Accepting that the efficient and effective environmental management for the city of Kitwe should be guided by the following principles:-

- That natural resources are the basis for sustainable development
- That environmental hazards threaten development and achievement of improved living conditions
- That the environment forms an integral concern in development management
- That environmental issues cut across development sectors, geographic space and time
- That environmental management must reconcile competing interests in the legal, economic and social spheres
- That environmental management requires coordination, implementation and technical support among the different stakeholders
- That environmental management and planning must adapt to and involve existing mechanisms and institutions
- That environmental management must evolve incrementally overtime
- That environmental management requires active involvement of those whose interests are affected and whose support is required
- That environmental management requires deliberate and continuous public awareness and political support
- That environmental management requires continuous monitoring and evaluation and that it should involve all stakeholders
- That poverty reduction is the key objective to improving the welfare of Kitwe’s residents

Having considered the environmental issues in and around Kitwe and deliberated on the following priorities:-

- Institutional Framework for Urban Environmental Planning and Management
- Basic Urban Service Provision and Unplanned Settlements
- Solid Waste Management
- Chisokone Market Improvement
- Environmental Pollution

WE, the citizens of Kitwe, having gained a better understanding of the issues now resolve that: Kitwe City Council cannot continue to address environmental issues without the full support of all stakeholders.



1. A new approach to partnerships in development management is required to broaden the range of actors involved that includes the private sector, non-governmental organizations and community based organizations
2. To adopt the Working Group approach in addressing key environmental issues by elaborating action plans and strategies for sustainable development and growth of the city
3. Implementation of the agreed strategies must be the responsibility of Kitwe stakeholders: the Kitwe City Council Management; the Central Government; the private sector; learning Institutions; developers, non-governmental organizations and the community
4. The involvement of Residents Development Committees, local political office holders and prominent community leaders in all phases of strategy formulation and implementation must be recognised and encouraged to make full use of community mobilization
5. Specific stakeholder working groups are established immediately to engage in systematic analysis of issues and development of strategies and action plans for the following priority areas:-
 - Institutional Framework for Urban Environmental Planning and Management
 - Basic Urban Service Provision and Unplanned Settlements
 - Solid Waste Management
 - Chisokone Market Improvement
 - Environmental Pollution

Additional working groups should be established when the need arises through a consultative process to address emerging environmental issues.

DECLARED ON 9TH JUNE 2006 IN KITWE BY THE PARTICIPANTS TO THE SUSTAINABLE KITWE PROGRAMME CONSULTATION

KITWE

9 JUNE 2006



3.4 WORKING GROUPS

In both Sustainable Cities Programme cities, stakeholders at the City Consultations recommended that Issue Specific Working Groups should address the identified priority environmental issues. The strength of the working groups lay in their ability to provide a pool of professionals from which information and expertise could be drawn throughout the programmes' life span.

The Issue Specific Working Groups drew up strategies and action plans and developed frameworks for participation by different city actors. Coordination and communication between the working groups and the community were achieved by selecting community sub-committee members to sit on the working groups. In addressing issues at a city level, the working groups provided a linkage to community initiatives and a foundation for sourcing funds.

3.4.1 ESTABLISHING WORKING GROUPS IN LUSAKA

In Lusaka, Issue Based Working Groups were chaired by the heads of departments of the local authority. Resource persons for each working group produced issue papers (situation analyses), which provided background information for elaboration by the group. Two Issue Specific Working Groups - each comprising a cross-sectoral and diverse range of stakeholders - were formed around solid waste management and water and sanitation services. The success of the solid waste management working group led to the formation of the Lusaka Solid Waste Management Programme which is supported by the Danish International Development Agency.

3.4.2 ESTABLISHING WORKING GROUPS IN KITWE

In Kitwe, five working groups were formed (see Box 3 below) The Basic Urban Services Provision in Informal Settlements working group was able to source about USD555 500 from government to put towards the implementation of an upgrading project in Ipusukilo. The Environmental Pollution working group was able to capture the interest of World Wide Fund for Nature to fund the assessment of Environmental hot spots in the city.

The inactivity of most of the groups was due to a lack of funds to inspire its "volunteer" members. Working groups who were unable to raise resources became de-motivated because none of their action plans were implemented.



BOX 3: ISSUE SPECIFIC WORKING GROUPS FOR KITWE

The city stakeholders and other interested groups were well represented on each of the Issue specific working groups: which derived a vast knowledge and expertise from its participants. No sustainable measure has been put in place to ensure that the groups remain active and undertake the activities for which they were formed.

COMPOSITION OF ISSUE SPECIFIC GROUPS

No	Name of Working Group	Organisation Represented in Working Groups					Gender	Status of Working Group
		Public Institution	Private	Capacity Building	NGO	Faith Based		
1	Environmental Management & Information System	9	2	1			5F	Inactive
							7M	
2	Basic Urban Service Provision in Unplanned Settlements	5	4	3	2	1	6 F	Active
							7M	
3	Solid Waste Management	4	6	2	1		2F	Inactive
							11 M	
4	Chisokone Market Improvement	3	4	1	5		5F	Inactive
							8M	
5	Environmental Pollution	5	2	1	3		2 F	Active
							9M	

3.5 DEMONSTRATION PROJECTS

The Sustainable Cities Programme aimed to support long term sustainable growth of cities through the integration of environmental planning and management projects, directed initially at disadvantaged communities to reduce poverty and enhance economic development. In an effort to show what environmental planning and management could do, and to attain the development objective of the programme, action plans were implemented in some communities of Lusaka that were selected for the demonstration.

In the initial stages of project implementation, communities were sceptical that they were taking up the local authority's responsibilities. However, the impact of the participatory approach in formulating community profiles, in identifying their own needs and formulating strategies and plans, made communities feel



they were part of the solution. The bottom-up approach enabled a number of stakeholders and members of the communities to participate in the local authority's decision-making process – a practice that until then prevented public participation.

3.5.1 LUSAKA DEMONSTRATION PROJECTS

In Lusaka, the programme management was lean and skewed towards the social sector. It had wide coverage and only three officers to run it. As a result, the programmes operations were limited as much of the work on solid waste, water supply and sanitation, and housing and sanitation required the input of engineers.

Solid Waste Management Project

During the consultation process, the main problem that emerged with regard to solid waste management in Mandevu/Marapodi and Ng'ombe settlements was storage, disposal sites in the settlements, and transportation to final dumpsites. The solid waste demonstration started with the clearance of a backlog of uncollected garbage - a total of 5 173 tonnes of garbage collected from three settlements. This was followed by a big campaign launch of the solid waste management strategy organised by Sustainable Lusaka Programme. Eventually, disposal sites outside the settlements were identified. Communities provided their labour to construct midden boxes – three in Kamanga, one in Ng'ombe, and eight in Mandevu/Marapodi – using materials provided by the Sustainable Lusaka Programme. In an effort to create employment opportunities, and to facilitate the



Lusaka: waste collection bins. Photo ©UN-HABITAT

generation of local income, the International Labour Organisation was contracted to provide, develop and undertake entrepreneurship training to assist people in setting up a business venture in solid waste collection and disposal. Following the training, six community-based Solid Waste Enterprises were formed: Zaninge and Kwawama in Ng'ombe; Kupyela, Nzeru and Marapodi collection services in Mandevu/Marapodi; and Samalila Ukhondo from Kamanga.

Measures of success of the Solid Waste Management entrepreneurial programme:

- Before the Sustainable Lusaka Programme approach, solid waste management was regarded the sole responsibility and mandate of the Lusaka City Council's Directorate of Public Health. After the implementation of the Sustainable Lusaka Programme, the Directorate changed its position to accommodate private and community-based operators in managing waste in the city
- Contracting-out waste collection services to community groups and establishing an important role for communities in the delivery of services to the community
- In areas like Kalingalinga, these systems are now fully operational and the community is benefiting from a clean environment, which has impacted on the community's health and reduced the number of outbreaks of epidemics, like cholera and other diarrhoeal diseases.

The project had its challenges: (i) many people in the settlements were either too old or too poor to pay for services, making it difficult any business enterprises to survive (ii) failure by Lusaka City Council to provide transportation of solid waste to midden heaps and secondary transfer stations to the dumpsite (in support of



Lusaka: waste transportation. Photo ©UN-HABITAT



community based enterprises in their entrepreneurial solid waste management activities) eventually affected sustainability as communities' commitment to paying had been eroded, resulting in the amalgamation of the three Mandevu/ Marapodi enterprises into one, now called MaraNzeKu (iii) even though awareness campaigns have been on-going, political interference from some Councillors was suspected, discouraging residents from paying for services (iv) the recommended schedule of waste collection for once a week proved unrealistic because waste generation was high.

The demonstration projects faced a number of other challenges and constraints. Since the project was implemented on a learning-by-doing basis, it relied on initiatives that existed at the time, which provided limited lessons. The execution of the learning-by-doing projects led to significant investment losses. For instance, the decision to assign communities to build midden boxes did not initially assess their competence for the job. The delivery of materials was so slow that community morale declined before some of the boxes were even finished. In all the pilot areas, midden boxes were either incomplete or inappropriate and offered little by way of environmental management.

Water Supply Demonstration Project

Action plans for water supply were implemented in the Ng'ombe settlement by drilling a borehole that provided a water scheme for a small community. The scheme provided five stand posts and ten taps servicing 65 households. Ng'ombe



Lusaka: water demonstration project. Photo ©UN-HABITAT

had at least 10000 households that needed clean drinking water. The low number of households was restricted because of the low yield (2.4 litres per second) of the drilled borehole. The community provided labour in laying the pipelines and constructing the standpipes, while the Resident Development Committee managed the scheme. Later, targeted community members were trained to run the scheme. In due course, Bauleni and Linda settlements received funding from the Sustainable Lusaka Programme-managed Community Enablement Fund to replicate the water supply model. In each settlement, a borehole with 14 standpipes was drilled and materials were supplied for the construction of pump houses and tanks. Other water enterprises (private vendors) have emerged in the market providing competitive services.

Main factors of success in the water pilot project:

- Direct economic gains because of improved water supply to communities
- Reduction in the amount of time spent fetching water from distant sources
- Reduction in the prevalence of diarrhoeal diseases, resulting in improved welfare of communities.

There were some challenges experienced by the water enterprises: (i) the funds generated by the enterprises were not enough to carry out capital investments, like an extension of services to other areas (ii) some people thought that water should be supplied for free and were unwilling to pay or they paid late, making it difficult for enterprises to effectively supply water as a business (iii) there was no regulatory authority to ascertain that the water supplied to residents conformed to the standards of the World Health Organization or the Zambia Bureau of Standards .

3.5.2 KITWE DEMONSTRATION PROJECTS

The Sustainable Kitwe Programme did not manage to implement any demonstration project, although a number of projects were identified in relation to the major environmental concerns identified by working groups, where funds for the implementation of the project were not available. The city was expected to source funds from donors other than UN-HABITAT.



BOX 4: COMMUNITY GOVERNANCE AND DEVELOPMENT

Democratic community governance in the informal urban settlements of Zambia emerged with the UN-HABITAT supported Community Participation Programme in the early 1990s, largely out of a need for good governance structures best suited to face the challenges of service provision in these settlements. In the case of Lusaka, there are about 33 informal settlements, where over 60% of the city's population reside. These settlements face great challenges with service delivery. Lusaka City Council and other development partners have since adopted a more inclusive community management approach. To facilitate the process, development actors use a community development structure known as Residents Development Committee. Local authorities form these committees with the assistance of local leaders and development agents in a settlement. Different models of the Resident Development Committee exist in different settlements.

Residents Development Committee Responsibilities

These are non-political structures that have political representation through the area councillor, who is an ex-officio member. Resident Development Committees have been widely recognized in the city as channels for facilitating development programmes in the settlements. Roles of the Resident Development Committee include mobilizing community members to participate in development programmes through the provision of labour, especially in water supply and solid waste disposal, construction of schools, health facilities and road construction activities. In the case of community water and sanitation projects, they are responsible for planning, mobilizing resources for project implementation, mobilizing community members during implementation, fee collection, operation and maintenance, and attending to all administrative requirements. They are also involved in other tasks, such as roads construction etc. where they assume the role of main actors.

Challenges

In some cases, the local authority has completely abrogated its responsibilities to the community: there is a need to re-emphasize the role of public institutions in urban areas as they engage other actors in service provision. Notably, failure has been recorded in some activities that have been left solely to a Residents Development Committees to manage. Over time, participatory elites¹ have emerged. Members of Resident Development Committees have dominated the development scenario in informal settlements, benefiting more than other members of the community. Tangible benefits, such as training have always been targeted at this group, to build up their capacities. This creates a capacity gap when trained members are lost in different circumstance. As entry points they have the advantage of being conduits to accruing the benefits of a programme introduced in the settlements. The Resident Development Committee is composed of elected members, who enjoy a 2-year term of office, making it difficult for anyone to be responsible for a development activity. Most projects in communities come to a stand still when the Residents Development Committee either dissolves or disbands. The problem is usually compounded when the local authorities fail to be proactive in managing activities in the absence of a Residents Development Committee.

Training

The capacity of community members to take responsibility for managing a development process must be enhanced at all times. In Lusaka, development actors, other than the local authority, undertake much of the training activities. It has led to slow delivery, as much time is spent in capacity building activities, which are supposed to be regular events of public institutions.

¹ "participatory elites" is a term used for those members of the community who appoint themselves as representatives of the community and tend to dominate as many community projects as possible for personal gain; the less educated community members usually do not have the courage to confront them, hence they continue to dominate community projects for their own benefit.



Community Contracting versus Voluntarism

Engagement of communities in non-paying activities has had a great impact on the rate of delivery in projects. Given the economic situation in the country, people living in urban centres cannot afford to participate in a non-paying community service. The more time they spend on community work the more opportunities they miss for individual productivity. Experience has shown that communities can only give their time for one-off activities such as a meeting or trench digging, depending on the need. Other activities requiring long-term engagement e.g. fee collection and repairs, need funding. Infrastructure that is not self-sustaining such as roads, drains and street lighting are usually left to deteriorate once the service provider leaves. Urban centres are different from rural areas, as many of the services such as housing, water, land and food need to be purchased.

Sustainable Lusaka Programme used the concept of community contracting in the community based solid waste management demonstration initiative. In recognition of the need to minimize environmental degradation caused by un-disposed solid waste, and the need to address escalating poverty levels, the programme facilitated the formation of small-scale enterprises in three peri-urban settlements. Community members were mobilized and trained to form small-scale, autonomous companies to engage in primary collection. They were responsible for fee collection and employing workers who were paid by the respective companies. The principles used in this model are usable in other activities, such as water supply and road maintenance. Small community companies can win contracts directly from an institution responsible for providing services, such as water utility companies, the Roads Board and the local authority. In this model, the Residents Development Committee supervises the work and ensures that the tariffs set are not exploitative. The companies sign a memorandum with the Resident Development Committee, which as a community structure, retains its role of advocating services in the informal settlements and monitoring the supply of those services. Actual implementation of specific activities can be sub-contracted to community enterprises.



CHAPTER 4: INSTITUTIONALISATION

Institutionalisation of the environmental planning and management process has meant integrating it into the Sustainable Cities Programme cities and other main city stakeholders' structures in order that the process and the structures that exist(ed) in these institutions could work integrally. The Sustainable Cities Programme cities have not taken ownership of the environmental planning and management process and have not incorporated it within their structures. For Lusaka, the tendency has been to regard the Sustainable Lusaka Programme - with its donor-employed staff - as another donor-funded project intended to bring development to peri-urban settlements. Even in Kitwe, where the council seconded its staff to the project (no project staff was employed except for the Environmental Management Information System Officer), the tendency among management staff has been to view the project as an entity separate from the mainline council structure.

Apart from the pilot settlements - where all communities formed Resident Development Committees, and the recognition of the Issue Specific Working Groups as occasional standing committees of Council - the process of institutionalisation and its anchorage in the Sustainable Cities Programme has constituted one of the most challenging of all the activities of the Programme.

Some aspects of the environmental planning and management process have been adopted. For instance, the bottom-up approach towards implementing development programmes has been widely acknowledged and adopted by local authorities and local communities. The fact that Resident Development Committees established methods of incorporating communities into managing their own environments indicates a level of integration, which would not have been realised without the Sustainable Cities Programme.

Lusaka has been able to fully integrate the Environmental Management Information System into the City Planning Department largely because it has appreciated the benefits of this tool for urban planning purposes. The Environmental Management Information System team has demonstrated the practical benefits of the tool to both the Council Management and to policy makers - a situation that has led to the council giving full support to the system. Kitwe has not managed to support the development of the Environmental Management Information System due mainly to a lack of understanding of the benefits.

The lack of an adequate monitoring structure has not helped matters. Some evidence of monitoring could be traced from the progress reports presented to Council Management. The Council could not monitor and evaluate itself. The Sustainable Cities Programme required a systematic monitoring system that should have resulted in specific consultative meetings with stakeholders reviewing its progress and weak points.

The lessons learnt reveal that for institutionalisation of the environmental planning and management to be successful, it must begin in earnest during programme formulation and must have the full support of all stakeholders. It must be accompanied by institutional restructuring/re-organization that allows for integration of portfolios/functions. Adequate resources must be made available for capacity building and integration and monitoring and evaluation should be part and parcel of a project implementation strategy as a guide to project implementation.



BOX 5: LUSAKA ENVIRONMENTAL MANAGEMENT INFORMATION SYSTEM

Environmental planning and management is being implemented by Lusaka City Council through the Environmental Management Information System supported by UN-HABITAT through the Sustainable Cities Programme and the Swedish International Development Agency through the Lusaka City Council Land Tenure Initiative. The Environmental Management Information System is an organized, participatory process through which information, relevant to environmental management, is identified, generated and utilized in a routine manner. The Environmental Management Information System focuses on the analysis of specific issues - the geographic distribution of resources. The Lusaka City Council was developed on this system.

Before the application of the Environmental Management Information System, the Lusaka City Council was unable to map informal settlements to provide for secure land tenure at the household level. Mapping is carried out to establish a geographic database for property owners and property boundaries by linking spatial data (graphics) and attribute data. The Environmental Management Information System has assisted the Lusaka City Council to capture, analyze and store spatial data even for numbering housing structures. Further, the Environmental Management Information System has allowed for a better understanding of the interactions between environmental issues and development. Computerisation of the Lusaka City Council Deeds Registry has been done to improve record keeping system.

Lusaka City Council, as the host institution, has committed itself to the long-term investment in the Environmental Management Information System through the provision of clear policy guidelines, the purchase of appropriate equipment and regular training of personnel to run the system.

Objectives and Strategies

The overall objective of the Environmental Management Information System is to enhance environmental planning and management of a City. The project purpose has been to provide urban planners, engineers, environmentalists and policy makers with a tool to make timely and informed decisions on matters pertaining to land administration, environmental planning and general management of the city. The main strategies are to:

- Strengthen the planning capacity of the Lusaka City Council by establishing an effective environmental planning and management tool
- Improve decision-making by Council on matters of planning and land delivery
- Facilitate the handling of spatial data in the provision of security of tenure to residents in legalised unplanned settlements
- Build capacity at Lusaka city council in the development and use of the Environmental Management Information System
- Provide an up-to-date planning base for town planners, engineers, and other professionals
- Employ participatory planning methodology by working with the community and other stakeholders in the development and use of community maps.

Results Achieved

The following results have been achieved:

- The Environmental Management Information System has improved environmental planning and management of Lusaka
- Cross-sectoral analysis and the overlay of multiple environment and development information sets supports better urban governance because it incorporates issues and norms



into the decision-making process which would otherwise be ignored

- Better record keeping has led to improved transparency in land
- By using an Environmental Management Information System to answer routine questions, many traditional drawbacks, such as dispersed data, incompatible data formats and the sheer volume of data, can be overcome
- Environmental Management Information System has made it easier to access all the information necessary to answer routine urban management questions quickly and comprehensively
- Policy makers are better informed, a situation that has led to timely decision-making
- By involving local communities in the preparation of community maps, bottom-up participatory planning is being applied, as opposed to the traditional expert-led master planning approach
- The Lusaka Environmental Management Information System is providing baseline information to government ministries, donor agencies, private engineering companies and community based organisations on land use, gender and for the design of infrastructure in regularised unplanned settlements in order to promote cost-effective development in the settlements.
- Networking among stakeholders in the city on matters pertaining to environmental planning and management has increased.

The Environmental Management Information System has been providing “customer-tailored” baseline information to facilitate implementation of development programmes.

Lessons Learned

A number of lessons have been learned from development of the Lusaka Environmental Management Information System facility. These are:

- Environmental Management Information System can be a cost-effective tool for environmental planning and management. For instance, by using digital spatial data, Lusaka City Council cut field trips by 90% and were able to save on fuel, time and human resources.
- By presenting information to councillors (policy-makers) in a comprehensive and timely manner, important decisions on development in the city are no longer deferred but rapidly made to facilitate development. The city, thus, has become more attractive to investors, both local and foreign.
- Environmental Management Information System is a practical tool for promoting participatory bottom-up planning methodologies
- Environmental Management Information System development is an on-going process that requires continuous training and brings new challenges as new software and hardware are developed. The System is always on-going
- As staff members become more knowledgeable, they become more marketable in the labour market, and are likely to go for greener pastures. It is important to sustain on-the-job training and transfer of skills to all members of the team
- Some members of staff are not ready to adopt the use of information technology in their day-to-day operations. It is important to encourage them by showing them how the Environmental Management Information System can add value to their operations by using practical examples.



CHAPTER 5: CAPACITY BUILDING

The success of the Sustainable Cities Programme focuses on building capacities at various levels so as to enhance and sustain consultative processes and partnerships. In both cities implementing the Sustainable Cities Programme, capacity building has been a key area of focus and a wide range of participants are involved – the private and public sectors, non-governmental organizations, community-based organizations, development agencies and policy makers. UN-HABITAT has supported, and continues to support, capacity building programmes for the Sustainable Cities Programme cities both locally and internationally. Bilateral partners, such as Ireland Aid and the International Labour Organization, have also supported Sustainable Lusaka Programme capacity building programmes.

A number of local institutions offered capacity building programmes to Sustainable Cities Programme cities. These included the Chalimbana Local Government Training Institute which offers certificate and diploma programmes in Community Development Studies, and Rural and Urban Management. The Sustainable Kitwe Programme engaged the Copperbelt University to provide technical direction to the project, as well as to assist in the setting up of the Sustainable Kitwe Programme Office. The Copperbelt University, through the Environmental Management Expert Group, was able to guide the preparation of the Environmental Profile ensuring that the document met the basic standards. The Copperbelt University also offered technical guidance on the establishment of the Issue Specific Working Groups, as well as on the moderation of the city consultation processes. Sustainable Lusaka Programme developed training manuals that the council and other stakeholders in the city continue to use for capacity building purposes.

At the community level, capacity building has involved the formation and awareness of democratically elected structures to facilitate development programmes. Communities have been empowered to deal with issues such as development, leadership, communication, gender mainstreaming, economic investment promotion, and preparation of project proposals. Special attention has been paid to the development of skills and the needs of women in self-assertiveness, which is leading to their incorporation into most operations at community level.



CHAPTER 6: THE LESSONS

Compared with the situation before its implementation - when out-dated master plans and non-participatory tools were used to guide environmental planning and management - the Sustainable Cities Programme in Zambia has revealed a number of lessons drawn from the seven years of its implementation:

1. Programme monitoring and evaluation should be a regular exercise
2. That it is possible to successfully implement a sustainable city programme through community and stakeholder participation
3. Implementation of the environmental planning and management process may require more time - because traditions take time to change - than what the programme has planned for: there is a need to be flexible in project time frames
4. Government should take a proactive role and provide adequate support (technical/policy) to local authorities when implementing programmes, supported by cooperating partners.
5. Planning and implementation of a Sustainable Cities Programme must involve communities (bottom-up approach) right from inception and through all the project phases
6. There is need to review governance institutional framework in the country in order to incorporate community structures into the national institutional framework
7. Community participation should strike the right balance between personal incentive and voluntary community service
8. Total integration of project activities into the mainstream is a necessity for sustainability and institutionalization
9. To maximize development benefits, there is a need to optimize, integrate and coordinate activities of all development agencies within a city
10. For Sustainable Cities Programme to be sustainable, a commitment should be secured from all stakeholders from the outset of the programme
11. A bottom-up approach fosters a smoother flow of information about a development programme in a community and leaves little room for misinformation
12. Political will from central government level to community level is fundamental in the planning, implementation and success of any development programme.
13. Broad consultation is necessary for good planning and implementation of development programmes
14. Thorough stakeholder awareness raising should be undertaken at the inception of a project
15. With continued support communities have the potential to lead their own development
16. Capacity building programmes and community physical infrastructure construction may require adequate time to implement and should take into consideration inherent existing constraints in an implementing institution



17. Leveraging resources for implementation of city-wide programmes is easier if issues are agreed at a city consultation meeting
18. Performance of capacity building programmes should not be determined by the amount of money spent
19. The concept of recognizing contributions by various actors enhances participatory development
20. Entry for development programmes intended for informal settlements should always be the local authority
21. Programme processes should be absorbed within the working structure of the local authority to foster sustainability
22. A Sustainable Cities Programme city should have the capacity (human and financial resources) to effectively execute a Sustainable Cities Programme.



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