IHS SINPA PAPERS

SINPA NUMBER 29 / 2000 ZAMBIA

INSTITUTE FOR HOUSING AND URBAN DEVELOPMENT STUDIES
ROTTERDAM / THE NETHERLANDS

Improving the responsiveness of Kitwe City Council to the needs of the stakeholders

By John Mumba
Albert Malama
Monique Peltenburg

IHS
Making Cities Work

SINPA
SUPPORT FOR IMPLEMENTATION
OF NATIONAL PLANS OF ACTION

The Copperbelt University   **Kitwe City Council**

SINPA-ZAMBIA
Support to the Implementation of the National Plan of Action (Zambia)

Improving the responsiveness of Kitwe City Council to the needs of the stakeholders

By
John Mumba, *CARE International, Ndola*
Albert Malama, *School of Built Environment, Copperbelt University, Kitwe*
Monique Peltenburg, *Institute for Housing and Urban Development Studies, Rotterdam*

June 2000

Table of Contents

Appendices

Acknowledgements

The consultants wish to acknowledge and thank all the people who made it possible to conduct this study and prepare the report. We would like to express special gratitude to the former Mayor, Councillor. G. S. Chishimba, some of the Councillors, the Town clerk and all officials of KCC who contributed to this study and took time off their busy schedules to accommodate our interviews and discussions. Special thanks also go to the staff of CHEP, OXFAM, and to the Kitwe Chamber of Commerce and Industry.

We are also grateful to the residents in Mulenga and Race-course settlements for their willingness to share their ideas and views with us during our field visits. Particular mention also needs to be made of Musonda Simwinga who supported in the conduct of interviews with residents and Resident Development Committees members in Mulenga and Race-course settlements.

Finally, special thanks go to the Copperbelt University/School of Built Environment who supported and facilitated our work in many different ways.

John Mumba, Care International, Ndola
Albert Malama, School of the Built Environment, Copperbelt University
Monique Peltenburg, Institute for Housing and Urban Development Studies, Rotterdam

June 2000

Abbreviations

KCC: Kitwe City Council
KCCI: Kitwe Chamber of Commerce and Industry
RDC: Residents Development Committee
WDC: Ward development Committee
CISEP: Centre for Informal Sector Employment Creation
KSMBA: Kitwe Small and Medium Business Association
NGO: Non Governmental Organisation
DHMT: District Health Management Team
ZACCI: Zambia Chamber of Commerce and Industry
ZANAMA: Zambia National Marketeers Association
CDF: Constituency Development Fund
DDCC: District Development Co-ordinating Committee
PSRP: Public Sector Reform Programme
CDO: Community Development Officer
CDFo: City Development Forum

Executive Summary

This report is centred on the responsiveness of the KCC to the needs of the stakeholders in the city. It arose from the 2nd SINPA workshop at which a strategy for building capacity within the KCC was developed. Responsiveness was identified at this workshop as a priority area where capacity building was required in the KCC.

The report has highlighted the importance of responsiveness in urban governance and the critical role that participatory decision making plays in good urban governance. It has defined responsiveness as the extend to which the KCC operates in a demand oriented manner and also the extent to which KCC performs satisfactorily in the eyes of the stakeholders. Therefore, the core of the work is centered on investigating the extent to which the KCC programmes and activities are rooted in the needs and priorities of the stakeholders. The main stakeholders have been identified as: the residents of the city; the business community and the NGOs.

The TORs of the report were: (1) To identify and assess the existing structures vis-a vis responsiveness and to what extent they work in identifying the needs and priorities of the stakeholders and whether these are used in development planning by the KCC and; (2) To formulate recommendations to improve the existing structures or recommend new ones where necessary and to suggest ways in which SINPA Zambia can contribute to follow-up.

In the first segment, the report has looked at the community level and found that there are enough structures existing (WDC, RDC, Health Committees, etc.), albeit they are fragmented. It also found that there are structures existing through which the business community can identify their needs and priorities i.e. ICC, KCCI, CISEP and KSMBA. The NGOs have just formed an NGO Forum which is likely to take care of identifying their needs.

The study has also looked at the processes of decision making which have been identified primarily as (a) through the departments and (b) through the Councillors. Another aspect that has been looked at is feedback from stakeholders as this is important for the improvement of the decision making process and also for learning about the quality of service provided.

In the second segment of the report the limitations of the present institution framework have been discussed. The main problems have been identified as:

    (a)   insufficient information available to the KCC;
    (b)   decision making insufficiently rooted in the needs and priorities list of the stakeholders; and
    (c)   KCC soliciting too little feedback.

The report generally found that although structures exist for participatory decision making, there are not being taken advantage of, and thus are not being utilized. This is because stakeholders are not aware of the participatory process and neither is the KCC. As a result, decisions made by the KCC have no foundation in the needs and

priorities of the stakeholders. Furthermore, the KCC is soliciting too little feedback which means that it cannot be made any meaningful use of in improving its service delivery. Therefore, it has no idea whether the services being delivered are satisfactory to the residents.

The main recommendations are :

1. *Improving access of KCC to information on needs and priorities of key-stakeholders:*
   - Strengthening of institutional set up at Community level, and
   - Institutional changes to the KCC set up.

2. *Rooting decision making by KCC in needs and priorities of stakeholders:*
   - Introduction of the concept of participatory decision making to the KCC and the its partners;
   - Setting up a system for participatory decision-making in the City of Kitwe.

3. *KCC soliciting feedback on decisions and actions taken:*
   - Improvement of soliciting of feedback by the KCC

1.0. Background of the study

Responsiveness of local authorities to the needs of the stakeholders has increasingly assumed an important role in urban governance. The issue of good urban governance has become an important component of urban management as it has been recognized that development can only be sustained if good urban governance is practiced

Kinuthia-Njenga [1999] contends that "the practice of (good) urban governance ensures that views and priorities of different groups (state and local governments, civil society, community based institutions, media etc) are reflected in the priorities of the cities and the way they are run."

Furthermore, according to Kinuthia-Njenga [1999] since the adoption of the Habitat agenda of 1996 urban governance has become a major priority in most developing countries as a way of strengthening the functioning of existing local governments and promoting decentralization and devolution of power to municipal and city councils. One way of ensuring responsiveness is the use of the participatory governance. Pieterse and Juslen [1999] argues that "at the core of the participatory governance approach is an emphatic commitment by a given municipality to deliver effective, efficient and relevant services to urban citizens and stakeholders."

There is a case to be made here. The traditional way of dealing with problems in which most local government systems were designed to function is centralized and top-down and is no longer adequate [Wekwete; 2000]. Local authorities world-wide are attempting to make themselves relevant by responding quickly to the needs of their residents. This response can only be meaningful and effective if the needs are identified. In order to be useful, the process of identifying the needs has to draw on the multiple strengths and capacities of all urban areas, starting from large and powerful multinationals to the dense array of informal trade that provide goods and services in the urban poor and civil society [Pieterse and Juslen; 1999]. In other words existing structures have to respond to the needs of urban society and where such structures do not exist some have to be created.

Pieterse and Juslen [1999] contend that this has to come with institutional changes i.e. the role of elected officials will have to change especially their interface with the citizenry and the administration. The administration has to assume a more demand-based orientation. They have further argued that there is need to underpin these changes with "concrete mechanisms to allow for continuous monitoring and periodic impact assessment."

According to Yap and Radluka [1997] new emphasis has to be placed on partnership and thus local governments have to try to understand the motives, the driving forces of each of the urban actors i.e. they ought to know what particular moves an actor to become a partner in the solution of urban problems.

There are pre-requisites necessary for engaging and sustaining urban governance. These are:

(i) Political will to increase participation and decentralization;

(ii) Institutional structures/mechanisms to carry out practical work, and;

(iii) Necessary working methods to operate through partnerships. (after Pieter and Juslen [1999]).

When writing about the inadequacy of the system of local governance which African cities inherited from their colonial "mother countries" Wekwete [1999] stated that "there is a certain assumption that if you have elected officials (Councillors and Mayors) then all will be well". He further argues that the situation now demands that we go beyond that and create mechanisms that give a voice to the people and force elected representatives to listen to the people.

The situation in Zambia was best summarized by the national symposium on Financing local Government which observed that "…council decisions are generally founded on the councillors' and chief officers' extrapolation of community needs gap instead of a product of rational assessment of service demand and affordability" [GRZ; 2000]. The symposium further states that under the current decision making arrangements in the average council (in Zambia) the users of the service delivered are not positioned well enough to have their demands absorbed in the planning process. This has been attributed to: (a) Marginal participation of users' (e.g. RDCs and NGOs) in service planning, implementation and monitoring has made opportunities for them to express their preferences "severely circumscribed". (b) The low charges the councils ask for their service means that the users do not feel the need to express their needs. If the charges were high then users would insist on getting value for their money. There is a case to be made for increased willingness to pay for a service that one sees him or herself being a part in its decision. A further advantage is that resource mobilization will be made easier if stakeholders are involved in decision-making.

The local government system in Zambia has its roots in the constitution of the country. The 1996 constitution of the Republic of Zambia specifically provided that there shall be a local government system to be prescribed by an Act of Parliament and that such a system "shall be based on democratically elected councils on the basis of universal suffrage." Sakala [1999]. However, the local government system in Zambia is at its lowest ebb and during the last elections (1999) the voter turn out recorded was 25% which is very low. This could be because the community does not see the need to go and vote when there are no tangible benefits. Therefore, there is a general loss of faith in the local government system in Zambia. This point was made by Mayuni [2000] when she wrote about a strike by Lusaka City Council workers and also workers in the councils on the Copperbelt "…the strike was hardly felt by many residents as with or without work stoppage, councils rarely provide the desired services."

Central government has started implementing some of the key recommendations from its long awaited decentralisation policy document. The main policy implemented so far is the creation of the office of District Administrator in Each of the 72 districts in Zambia. The rationale for the creation of this position is to deal with the problems that have been identified by the government at the local level i.e. inability of councils to bring development to the districts [Chulumanda;2000]. This ties in with the perception of the people that local government in Zambia has

become irrelevant as it cannot deliver the right service. The implication of this measure on local government remains to be seen.
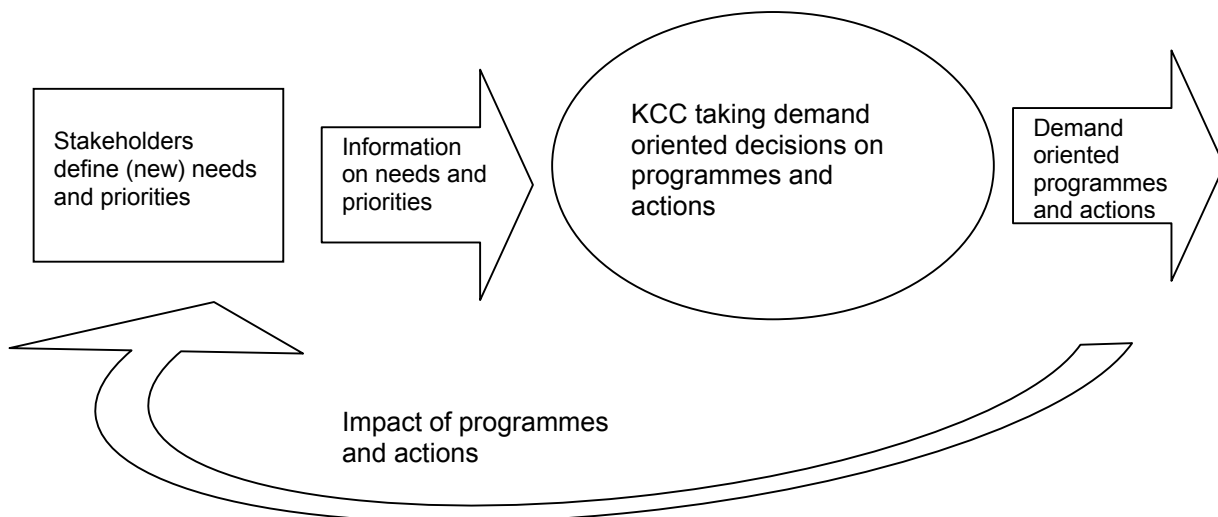
1. 1. Definition of responsiveness of KCC to needs of the stakeholders

Having given some background to the issue of responsiveness in the section above this section defines responsiveness in the context of the KCC and its stakeholders. Furthermore, the section defines responsiveness as it is used in the context of this study.

Responsiveness of KCC to needs of the stakeholders refers to the extent to which KCC operates in a demand oriented manner, but at the same time it refers to the extent to which KCC performs satisfactorily in the eyes of the stakeholders. Within the context of this study the focus will be on the demand orientation of KCC's decision making. Responsiveness of KCC to the needs of the stakeholders is then understood as the extent to which KCC's programmes, activities and the allocation of its budget are rooted in the needs and priorities for development of key-stakeholders. Key-stakeholders in this connection have been identified as: the residents of Kitwe, the formal and informal business community and the NGOs active in Kitwe.

Following from this understanding of responsiveness, an institutional framework is to be in place that allows and supports KCC to operate in a demand oriented manner. This framework should facilitate KCC: 1) to have information on the needs and development priorities of the stakeholders in Kitwe; 2) to use the information on and understanding of needs, priorities and potentials of key stakeholders in its decisions on programmes, activities and budget allocation; 3) through securing feedback from the stakeholders on its decisions and the actions taken, and, 4) the framework should be able to monitor and learn from the process so that it is continuously updated and made more relevant.

Against this background, the study first explores the present institutional framework for responsiveness. Next, it analyses the key limitations of this framework and concludes with recommendations to improve the institutional framework for responsiveness, and a plan to implement the recommendations.

Improving the responsiveness of KCC to the needs of the stakeholders

Figure 1: Responsiveness of KCC to needs and priorities of stakeholders

1.2. Terms of reference

KCC recognises the importance of improving its responsiveness to the needs of stakeholders and included it is as a key-objective in its strategic plan for 1998-2003. Subsequently, when the initial capacity building strategy for KCC and its partners was elaborated in the workshop held at the Mukuba Hotel, Ndola, December 1998, improved responsiveness was identified as one of the key-areas in which capacity building activities are to be initiated under the SINPA-Zambia project.

It was considered necessary that the design of capacity building activities in this field be preceded by an in-depth study of the current conditions that contribute to the widely held perception that KCC is not sufficiently responsive to needs of the public, and what changes would be required to improve this situation. Therefore this study, under Activity C of the Annual Plan 1999 of the SINPA-Zambia project, has been undertaken with the following objectives:

- to identify and assess the various structures through which presently the public can, or are assumed, to communicate their needs and development priorities, and to identify and assess how and the extent to which, through these structures, priorities of the public are taken into account in the development of plans and budget allocation of KCC;

- to formulate recommendations to establish new and strengthen existing; structures to improve the responsiveness of KCC to the needs of stakeholders, and suggest ways in which the SINPA-Zambia project can contribute to follow up to these suggestions; and

- to contribute to the development of support for the recommended measures through the manner in which meetings within the context of the study are conducted and are briefings about the findings and recommendations.

1.3. Methodology

Three main methods were used to collect the data used in this report: i.e. interviews; literature review and questionnaires. A number of relevant documents from various KCC departments and from other SINPA reports were used in the preparation of this report. The full list is in Appendix I. The questionnaire method was only used to a limited extent due to time constraints as it was not possible to design and develop a good questionnaire in the time available.

The report therefore, is largely based on information that was collected through interviews with key persons both within the Kitwe City Council and outside. The full list of people interviewed is shown in Appendix II. Within the KCC it was recognised after initial interviews that the main interface between the stakeholders

and the KCC were through the DHSS and the DPH. Therefore, lots of interviews were concentrated in these two departments. Selected NGOs were also interviewed i.e. OXFAM, CHEP and PUSH. and so were the Chamber of Commerce. Finally two RDCs in selected settlements i.e. Mulenga and Race-course were also interviewed. These were selected on the basis of their being well established and highly active.

In order to improve ownership of the report it was considered important that a preliminary presentation of the results be held with the Kitwe City Council. Therefore the team made a preliminary presentation of their findings and recommendation to a team of KCC officers, the Mayor and a number of Councillors representing the KCC standing committees in the Council Chamber in May 1999. At this presentation the team received some useful feedback which was used in the preparation of the final report.

2.0. Present institutional framework for responsiveness

The section looks at the current institutional framework for responsiveness that exists in the City of Kitwe. It identifies the actors/stakeholders and structures and how information on needs and priorities is identified and gathered for each one of them.

Broadly three groups of actors (stakeholders) have been identified. These are:
- Residents;
- NGOs; and
- Business Community.

The information needs therefore, have been broadly classified as:
(a) information that is related to needs of the residents, under which the following have been discussed:
- role of the Councillors and the WDC,
- roles of the RDCs, health committees,
- roles of the DHSS, and
(b) information relating to needs and priorities of NGOs, and
(c) information on the needs and priorities of the business communities, under which the formal and informal business committees have been discussed.

Each of these three is discussed in detail below.

2.1. *Availability of Information on the needs and priorities of the residents*

There is a variety of structures through which KCC receives information on needs and priorities of residents. The most important channels are presented below.

2.1.1. Role of Councillors
In the current political set-up the City of Kitwe is divided into 25 wards each of which is represented by a Ward Councillor who is the elected official of the Council as stipulated by the republican constitution. The local government election are held

every 3 years. The Councillor represents the people of his/her ward and thus is an important channel through which residents' needs and priorities should reach the KCC. Councillors have to identify needs of the wards and bring them to the Council in form of motions. Councillors sometimes set up Ward Development Committees (WCD) which may help in identifying the needs and priorities.

According to Chaponda [1999] Ward development Committees (WDCs) were a stipulation of the law which was amended in 1981 but was never repealed. Thus, the WDCs have a basis in the constitution of the country. The spirit in which it was done was to encourage wider involvement of residents in decision-making and in the identification of the needs and priorities the residents. However, systematic inventories of needs and priorities are not prepared by the WDCs.

2.1.2. The role of Residents Development Committees (RDCs)

The creation of RDCs is done via the Settlements improvement section of the DHSS. The Settlements improvement section has run for several years under the Habitat supported Community Development Programme in the informal settlements. Under this programme RDCs have been established in the seven informal settlements that the council agreed to upgrade (in total there are 19 informal settlements in Kitwe): Zamtan, Itimpi, Mulenga, Ipusukilo, Race course, Kamatipa, Malembeka. 2 more RDCs have recently been established in Luangwa and Kawama Site and Service areas.

The RDCs arose from the need to have organised structures in informal settlements (these are mostly unplanned settlements which previously were illegal in as much as there were not recognized by the local authorities. RDCs have been recognised as an important structure by the government of Zambia via the *National Housing Policy* which encourages their formation. They have a model constitution country-wide which was formed by the government through the Ministry of Local Government and Housing (MLGH). Most RDCs have sub-committees e.g health, agriculture, etc. RDCs maintain regular contact with Community Development Officers (CDOs) of the Housing and Social Services Department. A CDO is attached to each RDC and acts as the conduit of information on needs and priorities. Most of the RDCs hold regularly meetings. In these meetings problems and potential solutions are discussed. However, systematic inventories of needs and priorities are not prepared by the RDCs.

Relationship between WDC and RDC: Thus, there are two structures at the settlement level which are meant to identify needs and priorities of residents. In cases where both exist, friction has been reported. The relationship between them is not properly defined and thus it is not clear which committee takes precedence over the other. This friction was reported in the media (Zambia Daily Mail (Sept. 1999) where councilors and RDC officials clashed in Lusaka. It was also a hot topic for debate in the August 1999 SINPA workshop where both councilors and officers were present. An attempt was made at this workshop to resolve this problem but it was clear that there was need to have a workshop with both RDC officials and councillors. In Ipusukilo the area Councillor together with the local ruling party committee when faced with this problem seriously considered disbanding the RDC [verbal communication with the Councillor (September, 1999)]

While the RDCs' route to the KCC is through the Officer (CDO), the WDCs' is through the Councillor. In the August 1999 SINPA workshop Councillors complained that RDCs have easier access to KCC resources than WDCs since they can talk directly to officers who are in charge of the resources. WDCs are however, widely viewed as being heavily political and as a result since most NGOs and Donors want to steer clear of politics they prefer to use RDCs. RDCs are also seen to be more representative of the people as they are non-patisan[1]. In some settlements however, a compromise has been reached e.g. Mulenga where the Councillor has accepted to be an ex-officio of the RDC. In Lusaka however, at a workshop to draw up the Lusaka strategic plan for 1999 – 2004 it was resolved that councilors should be chairmen of RDCs [Lusaka City Council strategic plan:1999 – 2004]. The conflict is quite serious and in Lusaka resulted in the "dissolution" of RDCs in four settlements by the Provincial Deputy Minister [TOZ; 19.06.2000]. This was however, resisted by the Deputy Mayor who said RDCs could not be dissolved by the politician since they are an elected body, and can only be dissolved by the residents.

2.1.3. The role of the Health committees
As part of the national Health Reforms, the Central Government has set up the District Health management Team (DHMT) in most districts. This was meant to be a way of bringing delivery of health care close to the people. The DHMT took on the clinics and health services of the council as a form of decentralization.

The DMHT has established a health committee for each settlement or township. The health neighbourhood committees are a body of local representatives who look at health issues in the neighbourhood. Each clinic has its 'catchment area'. A neighbourhood is divided into zones with each zone consisting of 100 households. Each zone selects and sends a representative to the clinic neighbourhood health committee. This committee consists of zone representatives and a nurse. These committees identify health related problems which are then brought to the District Director of Health under DMHT. The committee in interaction with the clinic prepare yearly programmes of activities which is sent to the Department of Health in Lusaka.

The neighbourhood committees also work with ward councilors and through the councilors problems that can be solved by the KCC can be brought to its attention. This system is quite effective as meetings are held regularly and there is systematic planning and identification of priorities.

2.1.4. Role of Housing and Social Services Department
The DHSS through the Community Development Officers (CDOs) are the eyes and ears of KCC in the informal settlements. DHSS sometimes undertakes base line surveys in settlements especially those that are earmarked for upgrading. These surveys are supposed to be done for settlements routinely but due to constraints of resources this is rarely done. Information of this nature though, is also available from consultants, Donors and NGOs so the KCC could collect it systematically.

---

[1] There are cases where NGOs have sponsored RDC elections and the induction into office of RDCs members e.g. in Mulenga Compound where OXFAM is heavily involved.

NGOs usually have a lot of information on needs and priorities of the communities they serve.

DHSS is also the eyes and ears of the KCC in the markets through the market masters who have the overall charge over the markets.

From the foregoing it is clear that the structures through which the needs and priorities of the residents of Kitwe can be identified actually exist in Kitwe.

2.2. Information on the needs and priorities of NGOs

The NGO phenomenon has taken root in Zambia and an increasingly large number of NGOs are setting up all the time. The worsening economic situation in the country has resulted in a decline in the standard of living of the people and an increase in the levels of poverty [Malama 1999]. A World Bank report revealed that 80% of the urban ultra poor are located on the Copperbelt [World Bank: Zambia Poverty Assessment: 94] and the official poverty level in the country is 70% [CSO; 1997]. As the country gets poorer due to poor economic performance both the central and local governments have increasingly become less capable of providing service to the people. This has created a gap in service delivery which is increasingly being filled by NGOs.

Demands of NGOs are mostly formulated and communicated on an individual and adhoc basis. There is no systematic way of communication between NGOs and KCC. Most NGOs who want to contact KCC do so through the DHSS primarily because this is the department charged with the responsibility of working with the communities where most NGOs are operating. Some do go straight to the Town Clerk. Despite having the same mission with the KCC some NGOs would rather work with little contact with the KCC probably due to suspicion that the KCC may want to monitor their activities. This was evident in the NGO forum[2] where some NGOs said they would not like the KCC to have a strong role in the NGO forum. They expressed a wish to work independently although they were happy to be part of the NGO forum in the city [Proceedings of the NGO Forum; June 1999].

KCC and in particular the Housing Department, recognizes the importance of opening up to and establishing cooperation with NGOs. Also on the side of the NGOs the need for better cooperation and coordination with KCC is recognized. The need for cooperation and coordination prompted KCC to take initiative in establishing an NGO Forum.

The establishment of an NGO Forum in Kitwe has therefore created an opportunity for the needs and priorities of the NGOs in the city to be systematically identified. The Forum was launched in May 2000 and the Secretariat is at the KCC. Its main role is to co-ordinate NGO work in the city.

---

[2] This forum was formed at the prompting of the KCC and was meant to be a forum for co-ordination of KCC and NGO work in the City

Since at the moment the demands of NGOs are mostly formulated and communicated on an individual and mostly ad-hoc basis to KCC so the creation of the NGO Forum is an opportunity for systematic identification of needs and priorities of NGOs.

2.3.   *Information on the needs and priorities of the business community*

The liberalization of the economy and privatization of most state owned industries has meant that the private sector has taken centre stage as a tool for development both at the local and national levels. Hence the business community has become an important stakeholder group in the City whose needs and priorities the KCC should look at seriously.

2.3.1. The formal sector
The formal sector is more organised as it is represented by the Kitwe Chamber of Commerce & Industry (KCCI) which is the umbrella body for all formal businesses in the city. The KCCI is in turn affiliated to the mother-body i.e. Zambia Chamber of Commerce and industry (ZACCI). They are frequent contacts between the KCCI and the KCC with the President being invited to most important KCC meetings with the private sector.

However, according to Chilipamushi et al [1999] the main problem with the KCCI is that it is grossly understaffed and has no office. Questions have also been raised as to what extent it represents the full spectrum of needs and priorities of the business community, given that it does not seem to be well organized and has limited membership. However, lately attempts have been made deal with some of these problems e.g. they have acquired offices and have engaged a fulltime employee.

An attempt was made to set up an investment co-ordinating committee which was initiated by the KCC and KCCI and was to be chaired by the President of the KCCI with the Deputy Mayor as his Vice. However, the committee has never met. This can be used as a structure through which need and priorities of the business community could be identified. However, since it is a partnership with the chamber of commerce it is very unlikely that matters affecting the informal sector would be well articulated.   Furthermore as the name suggests it was established mainly to coordinate investment therefore its role will have to be extended.

Presently, a major source of information on the needs and priorities of the business community is the frequent contacts between individual investors/businessmen and different departments and officials of KCC. Within KCC there is no department responsible for contacts with the business community

It is therefore clear that at the moment the chamber of commerce does not systematically make an inventory of needs and priorities on behalf of the business community.

2.3.2. The Informal Sector
The World Bank and IMF prescribed Structural Adjustment Programme (SAP) has resulted in the shrinking of the formal sector as companies close-down and or downsize. Those who lose their jobs have turned to the informal sector which has been growing steadily since 1991. Chilipamushi et al [1999] estimates that about 65% of households in the city of Kitwe benefit from some form of informal sector income. The sector has therefore been recognized as an important component of the business community.

There are several associations that represent the informal sector in Kitwe e.g. Centre for Informal Sector Employment Promotion (CISEP) and the Kitwe Small Media Business Association (KSMBA). These associations are umbrella organisations for business associations. CISEP maintains informal contacts with the KCC whereas KSMBA has no contact at all. Potentially these are very useful structures for communication between the KCC and the informal sector.

Another association in the informal sector is the Zambia National Market Association (ZANAMA) which is the umbrella organization for various Market Committees. These committees are the main interface between the KCC and marketeers. They are instrumental with regard to communicating information on the needs and priorities of the marketeers to KCC. Due to the sensitive nature of the markets, politically, there is regular contact between the market committees and KCC. This is mainly through the staff of the Housing and Social Services Department (DHSS), department of Public health (DPH) and sometimes with the Town Clerk. Demands and needs are expressed at these meetings which are held according to need i.e. when issues arise. If there is a demand which the KCC cannot accede to it is sometimes a subject of demonstrations mostly by women marketeers who are quite vigilant. The political nature of these markets were exemplified by the fact that they received a K50m loan from the republican President after a fire destroyed most of the makeshift structures. However, meetings are quite regular and no proper identification of needs take place.

2.4. Other Structures

2.4.1. The role of the Media
There is a fourth structure which is different from the other three which is used by all stakeholders to communicate with the KCC. This is the media. The media has been used and is continuously used by both the stakeholders and the KCC as a mode of communication. This varies from the national daily newspapers e.g. Times of Zambia (TOZ), Zambia Daily Mail (ZDM), The national radio and TV (ZNBC) station to the local radio station (Radio Icengelo) run by the Catholic Church. The latter has been making radio programs especially for the KCC since it is a community based radio station. Some of the programmes are very useful to both the KCC and the residents as they are interactive i.e. residents can phone in to air their needs and priorities and also they can expect responses on the spot. Additionally, the programmes are both in English and Bemba (the main local language) which enables the reaching of a wider audience.

There does not exist within the KCC a systematic way of collecting and dealing with queries through the media. Usually the KCC reacts to complaints and this is by way of a press statement through either the Town Clerk or the PRO.

Even for the radio phone-in programmes, there is little evidence that comments are ever followed through after the programme in a systematic way.

The KCC is well placed to get information on the needs and priorities of the stakeholders through this committee as it acts as the Secretariat. Furthermore the importance of the committee for purposes of information gathering is unquestionable as its membership is very wide. At the moment the KCC does not systematically utilize the information from this structure in any way.

3.0 . The nature of decision making by KCC and the role of information on needs and   priorities of stakeholders

Having described the various structures and stakeholders, and the process of information gathering, it is now opportune to turn to the KCC and show how information collected is used in the system of decision-making.

The main line of decision making in KCC are as follows; (a): departments formulate programmes and proposals on their perception of the needs and priorities of stakeholders. These are first discussed in the management meeting and if there is need for a council resolution there are taken to appropriate standing committees[3] of the council as motions. Final decision-making takes place in full council meetings; (b): The second route is through the Councillors and it works like this: The Councillor will prepare a motion for discussion and take it to the relevant standing committees. At this stage there will be a professional input from officers and once adopted the motion will go to the full Council for adoption as a resolution of the Council.

The budgeting process in the KCC starts with reworking the current budget in each department. After each department gives their input then the budget is discussed in the Finance and general purposes committee of the Council. At this stage it then has the political input from the elected officials. From there it is taken to the full council where it is finally debated and passed.

An interesting exception to the above seems to be the bottom-up programming approach adopted by the Health Department through the Health Committees. The allocation of the health committee budgets is largely based on the yearly programmes of activities prepared by the health committees (see section 2.1.3. above).

There are several weaknesses with current system of decision-making:

---

[3]The KCC has 7 standing committees i.e.: Plans, Works and development, Housing and Social services, Finance and General Purposes, Licencing, Health services, Water and Sewerage Services and Establishment

- If there is no organized structure at the stakeholder level it is difficult for the Councillor to gather a representative opinion of the needs and priorities;
- As discussed in section 1.0. above stakeholders seem to have lost confidence in the local government system as was evidenced by the extremely poor voter turnout in the 1999 local government elections. Thus it is unlikely that they will pay much attention to the councilllor and therefore, they will not communicate their needs through him or her. The survey of Malama (1999) is also a case in point here[4]. It exemplifies why people have lost confidence in the system.
- Even when resolutions or decisions are made they are not always implemented (SINPA Review workshop: 1999). After each Council meeting all resolutions are prepared and passed on to the respective departments for implementation - for various reasons the most common of which is the lack of resources, these are never implemented.

There are also lots of decisions that are made on an Ad-hoc basis following complaints made by the various stakeholders.

3.1. Role/functioning of the District Development Co-coordinating Committee (DDCC)
The DDCC was created by the cabinet circular number 1 of 1995. According to Bhebe [2000] this is part of the third component of the Public Sector Reform Programme (PSRP) which is being implemented by the government. The objective of the DDCC as envisaged by government was "to co-ordinate the implementation of District Development Programmes." [Cabinet circular no. 1 of 1995]. One of its important functions is to "provide a forum for dialogue and co-ordination on developmental issues between the local Authority, line departments, Donors and NGOs in the districts" [Cabinet circular no. 1 of 1995]. Its membership consists of most district government officers and was chaired by the Town clerk or Council secretary[5] with the Secretary being the district planning officer. The DDCC in Kitwe has not functioned well and so far it only deals with the Constituency development Fund (CDF).

Some of the identified weaknesses of the DDCC are:
- It has no jurisdiction over resources other than CDF which is considered to be very political and is mostly accessed by local politicians;
- It is not clear what authority it has i.e. the chairman can not discipline members who miss meetings, and
- The withdrawal of sitting allowances virtually killed it as most members stopped attending meetings. This has been reported in Lusaka, too. [NGO Forum proceedings; (1999)]

The DDCC can potentially be used in the process of decision making by the KCC (its decisions can be passed on to the KCC for implementation) although at the

---

[4] Malama conducted a survey on the perception of the service provided by the KCC. This was done on the residents of Kitwe and officers of the KCC. The results showed that there was a disparity in the perception of the quality of service. The KCC staff indicated that the service was OK whereas the residents thought it was very bad. It would appear therefore that the KCC is out of tune with the residents they are supposed to serve and questions will be asked as to how they (KCC) can be responsive when they have no idea what to respond to.

[5] The newly appointed District administrators have taken over this function.

moment it is largely underutilized and the fact that it is now under the District Administrators' office means that the KCC is unlikely to have much say in the way it is utilized.

> **(Ir) responsiveness?**
>
> In 1992 the KCC as part of the preconditions to access an ADB loan for the rehabilitation of the water supply system in the city increased the water charges by over 100%. There was an outcry from the residents. The Town Clerk and Mayor were both invited to address a meeting at the copperbelt University where they were asked to explain the actions of the KCC. At that meeting they (KCC) made it clear that there was need to increase the tariffs if the water supply system was to be rehabilitated. They were told by residents that the new fees were unmanageable and also that the service being provided was very poor.
>
> Over the years residents have accumulated huge water bills and a good number have had their service terminated. In early 2000 the KCC realized that the consumers will never be able to pay the bills so they decided to give a rebate to all consumers who are owing them. All consumers who pay 50% of the bills will have the other 50% written off.

It can be seen from the foregoing that the decision making process adopted in the KCC are top-down where officials decide for the residents what the priorities are. This agrees with the GRZ [2000] paper which argues that the councils in Zambia make decisions on behalf of residents without giving them chance to have a say in the decision.

4.0. Feedback from Stakeholders on decisions and actions of the KCC

The issue of feedback is a very important one. It was discussed in the section 1.0. that for a system in urban governance to be sustainable, it needs to be monitored. One crucial way in which it can be monitored is through feedback. Institutions worldwide are striving to be more relevant to the needs of their clientele and there are several methods that are used to achieve this, the most common one being, surveys which represents feedback.

4.1. Complaints Submitted by the Public

At the moment, the KCC does not have any system of receiving feedback on any decision made. They mostly rely on Councillors to come back and report on opinion of their residents, but as already shown, this is very un-representative as most people do not even know who their Councillors are.

The other route is through the Officers or the Town Clerk. Mostly this is by people who either know the Officers or who have a very serious complaint to make. At the moment, there is no systematic way of getting feedback on decision make by the KCC.

Others still, go to the media to complain (see section 2.4.1. above).

Therefore, there is no system/structure established by the KCC to deal with complaints e.g. a committee that will receive complaints and direct them to the relevant officers and make follow-up to make sure that they have been dealt with. Hence it is possible that some complaints will be ignored.

4.2. Public Hearings

Public hearings are a method that can be used to hear complaints from the public. Lately the KCC has also started using this strategy e.g. the Mayor and the Town Clerk recently held a public meeting in Ndeke however, this is part of the water rehabilitation project implementation strategy with the core massage being on the water project and need to look after the new infrastructure properly. The other message is on the importance of paying for the service. This is a programme that is eventually meant to cover the entire city.

For these meetings to be meaningful there is need to make them more systematic and well publicized so that more people attend. It is not easy to say what sort of people would attend these meetings and whether they would be representative of the communities, given that the general populace has little or no interest in politicians. Additionally, although the PRO is part of the KCC team at these meetings it is not clear to what extent the complaints raised will be passed on to the relevant department, let alone dealt with.

4.3. Public Opinion Surveys

Most institutions now conduct surveys on their products or services. The idea is to try and maintain the standard of service that the consumers find acceptable. Such surveys can also be used to monitor whether the structures put in place are performing well. Hence for purposes of monitoring and improvement this is a very important activity that the KCC should undertake from time to time. Despite the importance of the opinion surveys as a way of gauging how it is performing, the KCC does not conduct them. The importance of opinion survey was exemplified by the surveys conducted by Malama [1999].

4.4. Role of Public Relations Office

The main function of the Public Relations Office (PRO) in the KCC is to act as its mouthpiece. It is under the Director of Administration's office and issues press statement on matters affecting the KCC and residents. However, it can also receive complaints from stakeholders on their various demands. The problem is that the PRO of the KCC is very weak and in dire need of strengthening of capacity both in human resource terms and also infrastructure-wise.

Its other problem is that it is just a small unit in the Director of Administrator's office. This is the section of the KCC which should be in charge of getting feedback from the stakeholders but at the moment the major function it performs is to react to the complaints from the public. However, sometimes it also publicises some decisions that are made by the KCC.

From the foregoing it is clear that not system exists which would enable the KCC receive feedback on some of its services and decisions. Of the various methods that have been reviewed above only the public hearings are being used at the moment by the KCC. Even this is specifically for the Water Supply Rehabilitation project. There is therefore need for the KCC to systematically get feedback from the stakeholders in order to provide service that is relevant and also to be able to monitor and improve on it.

5.0. Limitations of present institutional framework for responsiveness

Having looked at the existing system of responsiveness i.e. information to and fro the KCC and also the systems through which KCC gets or could get feedback on their decisions this section will attempt to analyse the current situations as discussed above as way of identifying what the weaknesses are in the present set up.

It looks at whether the KCC is receiving enough information from the various stakeholders identified in section 2.0. above and whether the system actually makes for decision making rooted in the identified needs and priorities of the stakeholders. Then it looks at whether KCC is getting enough feedback.

From sections 3 and 4 it is clear that the main problems with the existing system of responsiveness in the KCC are:

- Insufficient information available to KCC
- Decision making insufficiently rooted in needs and priorities of stakeholders, and
- KCC soliciting too limited feedback

Each one of these points is discussed in turn below:

5.1. Insufficient information available to KCC

In section 3 it was shown that although structures exist for information to get to the KCC there is no systematic method that is used to collect it. Thus, the needs and priorities of stakeholders are at the moment not well identified. There is need therefore to improve the system so that the needs and priorities of the stakeholders are systematically identified.

5.1.1. Relating to residents
Although all Councillors have formed Ward Development Committees (WDCs), there is no deliberate effort made to identify the needs and priorities at the ward level. This is because at the moment the Councillors do not have the capacity to perform this task. Furthermore, there are also questions as to whether the WDCs actually represent the full spectrum of the needs of the residents as participation in them is mostly by a selected few with the vast majority viewing the WDCs as political organs. Additionally, there is little evidence that the councillors make systematic use of the information they gather

RDCs on the other hand are more representative of the communities they exist in. However, because the members of the RDCs come from within the community and are not qualified it means that generally they will need to be taught leadership skills in order for them to articulate the needs and aspirations of the residents. This skills development is supposed to be done by the KCC but lack of resources has meant that this is usually not possible. There is thus, need to improve the support the RDCs get from the KCC through the CDOs. Furthermore, at the moment only 9

RDCs are in existence, there is need to form more RDCs to cover as much of the City as possible.

There is little attention paid to the critical role CDOs play in supporting residents (RDCs) in identifying and communicating needs and priorities to KCC. There are question marks over whether the CDOs are actually well versed with the systematic collection of information to feed into the KCC decision-making system. There is also a problem of whether CDOs fully understand their own role in the proper functioning of the RDCs. This means therefore, that the KCC will need to train CDOs who then will be attached to RDCs as a way of strengthening the capacity of the RDCs. The problem of KCC providing limited support to the RDCs has been resolved in Mulenga where OXFAM has not only sponsored a leadership workshop for the new RDC but also has financed the secondment of a CDO to the RDC.

Generally donors prefer to work with RDCs than WDCs because the latter are considered to be political and thus potentially very volatile. The RDCs, therefore, have more resources than WDCs. There are cases where the Councillors want to control the RDCs as a way of controlling the resources. There is need in Kitwe to deal with this problem before it gets in the way of development as the case in Lusaka now. This is s very serious threat to the RDCs as the Lusaka case has shown (see section 2.1.2). There is need, as a result, to harmonise the working relationship between the RDC and WDC.

As already seen above the DHSS also collects baseline information on settlements especially those that are earmarked for upgrading or those that have been upgraded. However, this is not easily accessible. Consultants and Donors also have information available on settlements which at the moment the KCC is not taking advantage of. The KCC needs to collect all this information and make it available not only for use in its decision making but also for other institutions e.g. other Donors and NGOs. This information is usually useful in identifying priorities and needs of various communities.

Finally, there are too many structures at the community level e.g. health committees, RDC, WDC etc whose activities should be harmonized by the creation of a co-coordinating structure called the Settlement Steering Committee (SSC). Membership will be drawn from CBOs and NGOs in the settlements. This will also be one way of solving the problem between RDC and WDC. One of the core functions that the SSC will be playing with the help of the CDO is the drawing up of annual development plans for each settlement which will include all the needs and demands of the residents of each settlement. This plan will be a strategy for development for each settlement and will have to be taken to the City Development Forum (CDFo), [refer to section 6.4.]

5.1.2. Relating to the Business Community
The main interface between the KCC and the formal business community is through KCCI. However, as was seen in section 2.3.1 the KCCI has serious weaknesses. It thus, needs to be strengthened. Questions have been raised as to whether the KCCI actually would systematically collect views from its members who at the moment represents only a fraction of the business community in the city. Presently, the only structure that exist for the systematic communication of the needs and priorities to

the KCC is the Investment Coordinating Committee (ICC) which still has not taken off. There is also a possibility that it will concentrate on investment as the name suggests. There is need therefore, to increase its TORs to cover as much wide a spectrum of business issues as possible. It may also be necessary to strengthen the ICC by widening its composition.

At the moment the informal sector is represented by the KSMBA and CISEP. Although these exist the level of interaction with the KCC is very little and in the case of the KSMBA non at all. There is need to establish formal contacts with these institutions so that the KCC can be able to identify their needs and demands. The KSMBA will eventually be affiliated to the KCCI therefore this is likely to be the solution that the KCC could use i.e. deal with both the formal and informal businesses through the KCCI.

5.1.3. Relating to NGOs
There is no systematic way the NGOs can formulate and voice their demands as each NGO works in isolation therefore the NGO forum should act as a structure which can be used by the NGOs to systematically voice their demands.

Therefore, presently even for the NGO there is no organized way in which demands are formulated and voiced although the NGO Forum is poised to take the role of communicating with the KCC and all other stakeholders in a systematic way on behalf of the NGOs.

In conclusion, it can be said from the foregoing that there is too limited information available to KCC on needs and priorities of stakeholders as a result the needs and priorities are not systematically being articulated by key stakeholders and communicated to KCC. It is also clear that the KCC does not recognise/understand its role/responsibility in securing information on the demand. Hence it offers little or no support to stakeholders in articulating needs and priorities and facilitating the communication of the demand to KCC

5.2. Decision making insufficiently rooted in needs and priorities of stakeholders

Because there is no systematic way in which information is gathered by existing structures on the ground the decisions that are made are not based on what is demanded by the stakeholders. There is generally a weak institutional set-up for participatory decision-making. As shown above, the DDCC, NGOF and Investment Coordinating Committee do not yet function as far as participatory decision-making is concerned. This ties in with the views of GRZ [2000] which stated that the views of stakeholders in council planning are never taken into consideration due to the current set up which excludes community based organizations such as the RDCs.

Furthermore the various structures including KCC do not seem to be aware of the possibility of using the participatory decision-making processes. This is evident from interviews and also from the way the existing structures are operating e.g. both the KCC and the stakeholders do not seem to be aware of the potential benefits from working together in a participatory way taking advantage of the existing structures. This is because when these structures were developed they were meant to organize

their members to achieve specific goals and thus they have never been viewed as potential organs for using to voice their demands to the KCC in systematic way.

A concomitant point here is that the KCC and the stakeholders are not well versed in the processes of participatory decision-making. Hence they cannot see the opportunities that have been created by the existing structures to foster participatory decision-making. It is not clear to what extent the lack of participatory decision making could be due to lack of political will to have a structure that includes all and sundry in the decision-making process as potentially this could lead to erosion of power from the base. The importance of political will in making this work should not be down played.

There is however, a lesson to be learnt from the Health committees. As already shown these committees operate in a participatory manner as budgets are from the demands by the health committees from community neighbourhoods.

An important point that the KCC has to bear in mind in all this is that there is a considerable loss of confidence by the citizenry of Zambia in the local government system and this will be a major deterrent in making participatory decision making a reality in Kitwe. Therefore there is need within KCC to create a team of officers who will be charged with the responsibility of ensuring that resolutions passed are implemented.

5.3. *KCC soliciting too limited feedback*

In section 4.3. above three main ways in which the KCC can get feedback from the community and the importance of feedback were also discussed. However, the KCC is using only one of the three methods (Public Hearings) and even then it is one part of the water rehabilitation project which is only dealing with water issues, and there is no evidence that the feedback is systematically being dealt with. There is therefore, need to extend this to include issues on all services that are offered by the council.

The KCC is therefore, soliciting for very little feedback for it to make any meaningful use of it in the improvement of its service and also systems of responsiveness.

6.0.   Improving KCC's responsiveness: Recommendations

This section deals with the recommendations following on from the previous sections which have looked at the existing structures and how information is made use in decision making process and also the limitations of the current systems. Three main areas were identified as being problematic and therefore the recommendations will centre on these:

4. Improving access of KCC to information on needs and priorities of key-stakeholders;
5. Rooting decision making by KCC in needs and priorities of stakeholders, and
6. KCC soliciting feedback on decisions and actions taken.

6.1. Improving access of KCC to information on needs and priorities of key-stakeholders:

This recommendation followed from the assessment that there is very little systematic collection of information on needs and priorities from all stakeholders who had been identified as Residents, NGOs and the Business Community. This section gives some recommendation that will improve accessing of information by KCC on needs and priorities of the stakeholders identified.

The main weaknesses identified were that although the structures do exist they do not have the capacity to collect information systematically. Therefore, the key recommendation here is how to build capacity within these structures for them to perform well and the unification of the structures at community level to coordinate activities by establishing the Settlement Steering group.

Key Focus Area	Recommended Actions
1. **Strengthening of institutional set up at Community level**	**1** Establishment and strengthening of Resident Development Committees in all settlements and townships of Kitwe **2** Make RDCs, CDOs, WDCs and NGOs to form settlement steering Committees **3** Make health committees and other CBOs to form a subcommittee of the RDCs **4** RDCs maintain contact with church organizations and other community organizations **5** Development by settlements steering committees of a yearly community development plan **6** Development of a central point in KCC where the community development plans are brought together on a yearly basis. **7** Encourage NGOs to second CDOs and CMOs[6] to RDCs **8** Strengthen the ICC and the DDCC and broaden ICCs TORs and Membership **9** Establish strong links with CISEP and KSMBA[7] **10** Strengthen the NGO forum and ensure that it has capacity to formulate demands for the NGOs
2. Institutional Implications for the KCC set up	1. Identify CDOs for all RDCs in the City; 2. Strengthen the Capacity of the CDOs (through training) to enable the RDCs function better; 3. Strengthen the Capacity of the DPH and DHSS so that they are well versed in participatory decision making; 4. Improve the profile of the PRO unit to that of an independent unit headed by a Public Relations Manager and strengthen its resources both human and material

---

[6] Some NGOs have Community mobilization officers (CMOs) who are trained to mobilize the community.

[7] The capacity of these Associations will need to be assessed and developed to ensure that there are effective.

6.2. Rooting decision making by KCC in needs and priorities of stakeholders.

The issue of insufficient information getting to the KCC from the various structures at the community level e.g. RDC, WDC, KCCI and NGOs has been dealt with in the preceding section.

The problem of the KCC and other structure being little aware of the benefits and also little versed in participatory decision-making however, still remains. Therefore the core recommendations here will be to deal with these two problems.

Key Focus Area	Recommended Actions
1. **Introduce the concept of participatory decision making to KCC and its partners**	1. Conduct a workshop on participatory decision-making for the KCC i.e. realignment and reorientation of the KCC departments[8] 2. Conduct a workshop on participatory decision for the KCC and its partners 3. Create a team of officers and Councillors to follow up on the resolutions made and ensure that there are implemented. (Feedback Committee)

6..2.1. Recommended system for participatory decision making in the City of Kitwe

Although the various identified structures have been given above there is still need to create a system that will enable them to play their role in making certain that participatory decision making process of the KCC functions properly. It is envisaged that the system will function as follows:

1. All the structures at the community level RDCs, WDCs, NGOs present in the settlement etc, will form a Settlement Steering Committee (SSC);
2. The SSC will then send a representative to the City development Forum which will draw its membership from all SSCs, KCCI, KCC, Market Committee, DDCC, NGOF and other stakeholders;
3. Recommendations from the City development Forum (CDFo) will then present its resolutions to the KCC for implementation
   - The internal organ for implementation will be the Feedback Committee and the city development Forum (CDFo) will monitor from outside.

---

[8] The objective here will be to galvanise political support for the establishment of the participatory decision making system in Kitwe.

Therefore, the flow of information will be from the RDC/WDC/NGOs to the SSC and the decisions taken at the SSC will be taken to the CDFo where they will be tabled. Decisions from the CDFo will then be taken to the KCC for resolution and implementation. The CDFo will also be able to implement decisions that do not need the sanction of the council before implementation. This could be done through the various structures that are represented on the CDFo. Therefore, it will act as a clearing house for all developmental issues and will function much like the DDCC. The problems with the DDCC have been discussed above and the fact that it is now headed by the District Administrator (a political appointee) makes it even more political and difficult to manage. Therefore, the CDFo which will be created by the city through the KCC or can be sponsored by the NGO forum is more likely to be effective. However, if the DDCC was effective it would take the place of the CDFo but will have to allow for the representation of the SSCs.

6.3. *Soliciting feedback on decisions and actions (to be) taken by KCC*

In sections 3 and 4 it was established that one of the problems currently facing the KCC is that there is little feedback they are soliciting form the stakeholders. This section therefore deals with that problems and gives some recommendations to deal with them. The main thrust of the recommendations is that the KCC ought to conduct annual surveys and that a Feedback Committee should be formed within the KCC to ensure that enough feedback is being solicited and acted upon.

Key Focus Area	Recommended Actions
1. Improve the soliciting of feedback by the KCC	1. The KCC through the PRO should conduct annual surveys[9] among residents to solicit ideas, demands and also feedback on services; 2. The KCC should have regular and systematic Public Hearings where they explain the KCC programmes (through Settlement Steering Groups) and should ensure that recommendations or resolutions are followed through the help of the SSG. All chief officers should be present at these meetings; 3. Form a Feedback Committee at the KCC which will be responsible for monitoring feedback (including complaints) make sure that all are followed up. The committee should also monitor the functioning of the participatory mechanism that is being recommended here and update it so that it functions well; 4. Initiate (through the PRO) Media discussion programmes e.g. with Radio chengelo, Radio Christian voice, Radio phoenix and ZNBC. These programmes can be sponsored by the Business community; The community should be given a chance to select topics for discussion, as a way of setting priorities. 5. Introduce a monthly discussion platform (through the PRO) at the Hotel Edinburgh where interested residents can come and discuss some local government issues with the KCC. The KCC should take advantage and present some of its work programmes. 6. Set up an Information centre for the City and also Revive the Kitwe Observer newsletter.

7.0. Proposed priority areas for action under SINPA-Zambia 2000

- Training of the CDOs
- Support in the setting up the feedback committee;
- Workshop to discuss the participatory decision making process with the KCC;
- Workshop to discuss the participatory decision making process with stakeholders;
- Setting up of the Participatory decision making model for the City of Kitwe;
- Setting up the information center, and
- On the Job support to the PRO and the DHSS

---

[9] See Appendix III for a sample Questionnaire based on the model of the Bangalore report card [Auclair;2000]

8.0. Case Study

<u>Participatory Budgeting in Porto Alegre, Brazil</u>

Until the beginning of the 1980s, Porto Alegre experienced accelerated population growth, which left one third of its population with only marginal access to urban infrastructure. In 1989 a large proportion of the population lived in non-legalised areas, in shacks without drinkable water, sewerage systems or paved streets. Local Government decided on all municipal investments, without any consultations with residents. However, the city's income, which was based on taxes collected, was not adequate to finance even a minimum of public works needed to sustain development.

 Participatory planning was introduced as part of the political platform of the Labour Party in 1989 to involve residents in setting priorities for public works; ensure a more equitable distribution of municipal investment; promote transparency in municipal activities and reduce opportunities for corruption, and increase popular participation in municipal government. Following its introduction the programme gained strength as the public gained more experience in decision making and tax reforms strengthened municipal finances. From 1991 on, participatory budgeting started to mobilize the communities of all city regions. By 1994 a total of over 11, 000 people – and in 1995 over 14,000 people – attended the meetings and regional assemblies coordinated by the local government. If the membership of local associations and popular organizations is taken into account, this figure has increased to over 100,000 today.

Participatory budgeting works by dividing the city into districts, each of which sets up a popular council representing the community associations. A city-wide organization of residents – the council of representatives – is formed with two representatives from each popular council who are elected in their district. The council of representatives puts together a list of priorities for public works, in close coordination with delegates who each represent 30 residents and are elected by their neighbours. Priorities for municipal spending are established in a dialogue among local neighbourhood representatives – who compile a list of demands – and a council of representatives elected in each district and local government officials. The final decision on public spending are made in a meeting of district representatives, city hall and the chamber of councilmen elected by the city as a whole.

Since participatory budgeting started in Porto Alegre in 1991, over $700 million has been invested in basic urban infrastructure, including water supply, sanitation, road improvements and public lighting. An opinion survey at the end of 1997 showed that 85% of city residents either had been active in the budgeting process or considered the investments to be highly relevant to their circumstances. Porto Alegre is now thought to be the Brazilian state capital with the highest quality of life indices. The Porto Alegre initiative has also had a demonstration effect in Brazil; approximately 70 cities in Brazil have now established a participatory budgeting system based on the Porto Alegre model.

Appendix 1: Persons consulted

1. Councillor S Chishimba   Former Mayor - City of Kitwe

2. Mr A Simwinga   Town Clerk - KCC

3. Mr A Mwansa   Department of Administration

4. Mrs M Mwansa   Department of Housing & Social Services

5. Mrs M Chiwala   Department of Housing & Social Services

6. Mrs P Chimunda   Department of Housing & Social Services

7. Mr B Waluzimba   Department of Engineering

8. Mr F Wasamunu   Public Relations

9. Mrs I Mundia   Department of Legal Services

10. Mr T Kamwendo   Kitwe Chamber of Commerce and Industry

11. Mr P Kaminsa   Department of Public Health

12. Mrs V Mwiche   Department of Public Health

13. Mrs R Mumbi   Department of Public Health

14. Mrs C Kasanda   Oxfam

15. Mr A Nyirenda   CHEP

16. Mr. A Kowa   CHEP

17. Mr. J. B. Sakala   Alderman (City of Ndola)

Appendix 2: References

- **KCC Strategic Plan**, 1999 – 2003, Kitwe City Council
- **SINPA – Zambia Annual Plan**, April 1999
- SINPA- Zambia, <u>Proceedings of the KCC Capacity Building Strategy Development Workshop</u>, Mukuba Hotel, April 1999
- **F.T.J. Ndeke, A Chitembo and RPA Dalskardt,** <u>Widening the resource base of KCC</u>, SINPA- Zambia report
- **Kitwe City Council** – <u>Mayors minute</u> 1995 – 1982
- **Gershom Ndlovu** – <u>Ndola Mayor's Tour hailed</u> in the Zambia Daily Mail Saturday 8th January, 2000, p2
- **Lusaka City Council:** Public Notice in Zambia Daily Mail, Friday 7th January, 2000 p8
- **Malama, A [1998];** <u>Opinion polls on the service provided by the KCC</u>, proceeding of the SINPA Zambia workshop on "Development of the capacity building strategy for the KCC" at Mukuba Hotel from 8 – 10 December 1998
- **Lusaka City Council Strategic Plan**, 1999 – 2004
- **Mayuni, M**; – <u>Revenue Collection could save limping councils</u>, Sunday Mail, 25 June 2000
- **European Union** – Guidelines for Sustainable Development, October 1999
- **Kinuthia –Njenga, C: -** <u>Good Governance: Common definitions</u> **in** *Habitat Debate Vol. 5 No. 4, 1999, p6.*
- **Pieterse, E and Juslen, J:** <u>Practical Approaches to urban Governance</u> **in** *Habitat Debate Vol. 5 No. 4, 1999, p7.*
- **Wekwete, K: -** <u>The African Urban Governance Crisis</u> in *Habitat Debate Vol. 5 No. 4, 1999, p16.*
- Government of the Republic of Zambia (GRZ), Ministry of Local Government and Housing (MLGH): <u>Action Plan for Financing Local Government in Zambia:</u> *National Symposium on Financing Local Government in Zambia*, 13 – 14 January 2000
- **Yap and Radluka (1997)**
- **Auclaire, C:** <u>Monitoring Urban Conditions and Trends</u> in *Habitat Debate Vol. 6 No. 1, 2000, pp10 - 13.*
- **National Housing Policy** Document (1996) GRZ – MLGH
- **Proceedings of the NGO Forum in Kitwe** June 1999
- **Chilipamushi, Zwanenburg, Kaluba** <u>Economic Stimulation for the City of Kitwe</u>, SINPA Report 1999
- **Bhebe, A** – <u>District Planning – As a strategy for effective delivery of quality basic social service by Local Authorities</u>, unpublished paper , 2000
- **Sakala, J. B.**   - <u>The Legal framework of Local Government in Zambia</u> in SINPA Councillor orientation Workshop for the KCC, 1999
- **Malama, A.** <u>Employment creation initiatives on the Copperbelt Province of Zambia,</u> A report for FES, 1999
- **World Bank**: <u>Zambia Poverty Assessment Survey</u> 1994
- **Chulumanda, R**, Verbal Communication, 2000
- **Councillor Chewe, M.** Verbal Communication , 2000

Appendix 3: Sample of the Bangalore report card, (Source: Auclaire [2000])

Are you satisfied with your City?

Housing

1	Housing prices (rental and purchasing)	-3	-2	-1	0	1	2	3
2	Land prices	-3	-2	-1	0	1	2	3
3	Access to housing loans	-3	-2	-1	0	1	2	3

Access to basic services

4.	Water supply	-3	-2	-1	0	1	2	3
5.	Electricity supply	-3	-2	-1	0	1	2	3
6.	Telephone lines	-3	-2	-1	0	1	2	3
7.	Sewerage	-3	-2	-1	0	1	2	3

Transport and mobility

8.	Public transport	-3	-2	-1	0	1	2	3
9.	Roads	-3	-2	-1	0	1	2	3

Education and learning

10.	Schools and universities	-3	-2	-1	0	1	2	3

Health and safety

11.	Public hospitals and health care centre	-3	-2	-1	0	1	2	3
12.	Level of security and safety (crime)	-3	-2	-1	0	1	2	3

Social inclusion and poverty

13.	Social welfare	-3	-2	-1	0	1	2	3

Equal access of men and women

14.	Equal access to services, education, jobs	-3	-2	-1	0	1	2	3

Air quality

15.	Quality of air	-3	-2	-1	0	1	2	3

Water quality

16.	Clean drinking water	-3	-2	-1	0	1	2	3

Waste management

17.	Garbage collection	-3	-2	-1	0	1	2	3

Employment and income

18.	Employment opportunities	-3	-2	-1	0	1	2	3

Information and communication

19.	Free and informed media	-3	-2	-1	0	1	2	3

Participation and civic engagement

20.	Involvement of citizens in decisions	-3	-2	-1	0	1	2	3

Government

21.	Open (processes are known)	-3	-2	-1	0	1	2	3
22.	Efficient (achieves results)	-3	-2	-1	0	1	2	3
23.	Democratic (elections and participation ensured)	-3	-2	-1	0	1	2	3
24.	Accountable (degree of transparency)	-3	-2	-1	0	1	2	3

-3	:	Very dissatisfied
-2	:	Dissatisfied
-1	:	Somewhat dissatisfied
0	:	Neither satisfied nor dissatisfied
+1	:	Somewhat satisfied
+2	:	Satisfied
+3	:	Very satisfied