



The John Turner Archive:

Human settlements of Zambia. NGO promotes community development.

Building Community: a third world case book, Ed. Bertha Turner, Building Community Books, London, 1988

NGO promotes community development

Documentation:
Marijke Vandersuypen Muyaba
Harrington Jere
Francis Ndilila
c/o HUZA, PO Box 50141
Lusaka, Zambia.

Human Settlements of Zambia

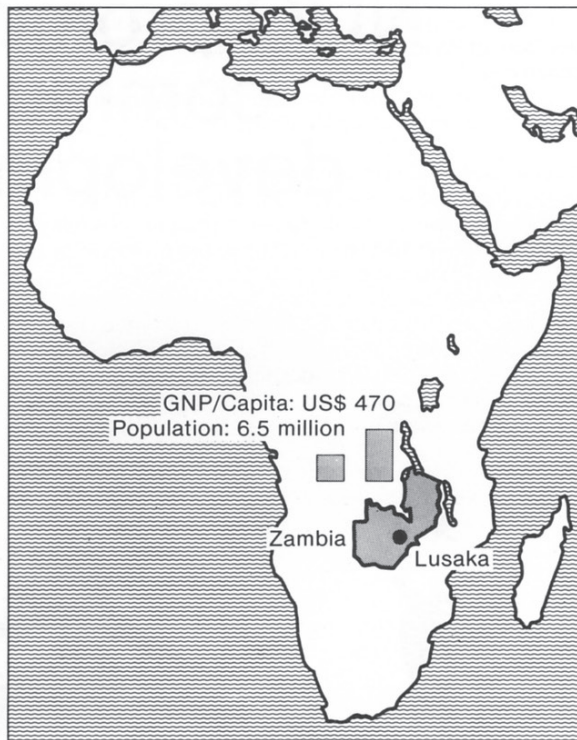
Advisor: John F.C. Turner
AHAS, UK.

Text: Bertha Turner and
Andrew Maskrey
AHAS, UK.



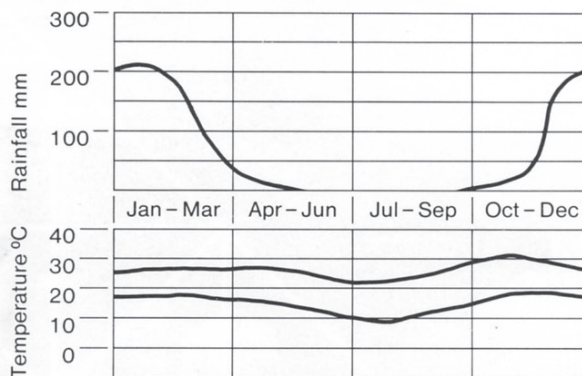
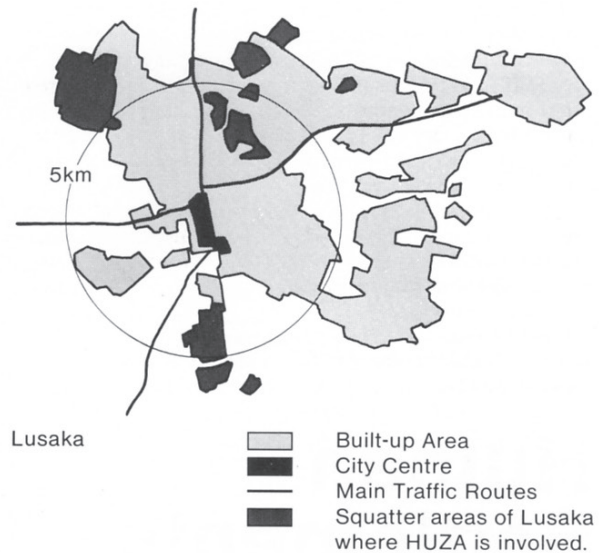


HUZA



Population Lusaka (1980): 536,000

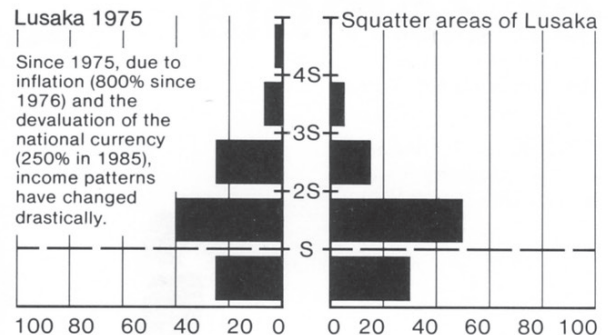
Population Lusaka squatter areas where HUZA is involved (1986): over 250,000



Climate Graph Lusaka (1,280m)

Lusaka 1975

Since 1975, due to inflation (800% since 1976) and the devaluation of the national currency (250% in 1985), income patterns have changed drastically.



Percentage Distributions of Population by Income Level
S=when 85% of household income must be spent on food



Human Settlements of Zambia (HUZA) is a national non-governmental organization (NGO) acting in the three main areas of Zambian development: economic, social and political. Working independently between the grass roots and the authorities, HUZA influences the direction and quality of development. In 1964, the government invited the American Friends Service Committee (AFSC) to participate in the self-help housing economic and social development of Zambia, and again, in 1974 to promote community participation in the Lusaka settlement up-grading and sites-and-services programme. In 1982, AFSC Zambia became Human Settlements of Zambia (HUZA) by handing over to Zambian staff. With the redirection of Zambia's declining copper-based economy toward agricultural development and small-scale industry, HUZA's programme has changed. The focus is now on promoting income-earning activities, improving nutrition and health and reducing living and house-building costs - all with the participation of women and youth.

A one-party, participatory democracy

Zambia's United National Independence Party operates under a well-defined set of guidelines and the republican constitution. At the same time, it also encourages self-criticism and innovative ideas.

The Party framework is designed to maximize 'bottom-up' participation:

1. Everyone belongs to a Section of 25 households, represented by 4 men, 4 youths and 4 women.
2. 10 Sections form a Branch represented by 4 youths, 4 women and 4 men.
3. Branches are grouped in Wards whose Chairmen are elected by all registered voters. Ward Chairmen, who also serve as local District Councillors, preside over the Ward Committee of 8 men, 8 women and 8 youths.
4. District Councillors send delegates to Provincial Councils.

Abbreviations:

AFSC	American Friends Service Committee
EDF	European Development Fund
NHA	National Housing Authority
HPU	Housing Project Unit
HUZA	Human Settlements of Zambia
LCC	Lusaka City Council
LUDC	Lusaka Urban District Council
RPG	Road Planning Group

5. The Provincial and District Councillors, along with Members of Parliament, form delegations to the Central Committee.

6. The Central Committee is elected every 5 years by the National Council and headed by the President of Zambia.

The institutional framework

Projects undertaken in a particular Section must be supported by that Section's Chairman and his committee. Projects involving 10 Sections or more are appraised by the Branch Chairman and committee. Projects requiring legislative approval are channelled through the Ward Committee whose Chairman, as a member of the District Council, can present this to the District and Provincial Committees for legal backing. This is the institutional framework in which HUZA operates. Experience suggests that it does generate a consensus and does enable popular participation.

Housing needs in Lusaka

The AFSC programme which launched HUZA was a supportive government response to the housing needs of the rapidly growing population of Lusaka. By 1974, ten years after independence, Lusaka's population had grown to well over quarter of a million, nearly half of whom lived in the peripheral, unserviced settlements.

Before HUZA started.



PHOTO: HUZA, LUSAKA, ZAMBIA



Rural-urban migration

In 1974 nearly 90 per cent of adult residents of Lusaka's peri-urban settlements were migrants from the following areas of Zambia:

Eastern Zambia	50 per cent
Northern Province	21 per cent
Central Province	7 per cent
Western Province	5 per cent
Luapala Province	4 per cent
Southern Province	4 per cent
North-western Province	2 per cent
Copperbelt	0.4 per cent

Primary Sample Survey, HPU 1974

Only 10 per cent had lived in Lusaka before 1960.

The population was and still is a socio-economic mix: about two-thirds of the households had (and continue to have) very low incomes, at or near subsistence level, needing to spend at least three-quarters of their income on food and fuel alone. The other third have varying savings margins with a significant number in the lower-middle income bracket, needing to spend no more than one-third of their income on food and fuel.

Sites without services

Most peri-urban settlement dwellings in 1974 had 2-3 rooms with sun-dried mud brick walls and corrugated sheet roofs of asbestos cement or galvanized steel. There were no utilities, few community facilities and roads were ungraded with no surface-water drainage. Residents provided themselves with wells, pit latrines and some garbage pits. The settlements were dispersed, imposing long journeys to work for many.

Moving toward a support policy

Facing up to realities

By the early 1970s, the authorities had accepted that 'squatter compounds' could not be eradicated. It was equally impossible to relocate their people in rural areas or in publicly subsidized housing. Influenced by Peruvian legislation of 1961 which allowed for the regularization of improvable squatter settlements and the provision of sites with minimal services, the Zambian government passed a similar Act in 1974, the first of its kind in Africa.

Upgrading planned without participation

In the same year work began on up-grading unserviced 'squatter compounds'. The norms and procedures were negotiated with the programme's co-funder, the World Bank. People's participation took place indirectly, through the involvement of two organizations: American Friends Service Committee and UNICEF. The programme was to provide households with 30-year occupancy licenses; water piped to outdoor stand-pipes, shared by 25 houses; improved roads; street-lighting and refuse removal. Community facilities such as schools, health and community centres and markets were also included, along with building material loans to improve or build homes.

NGO assists achievements

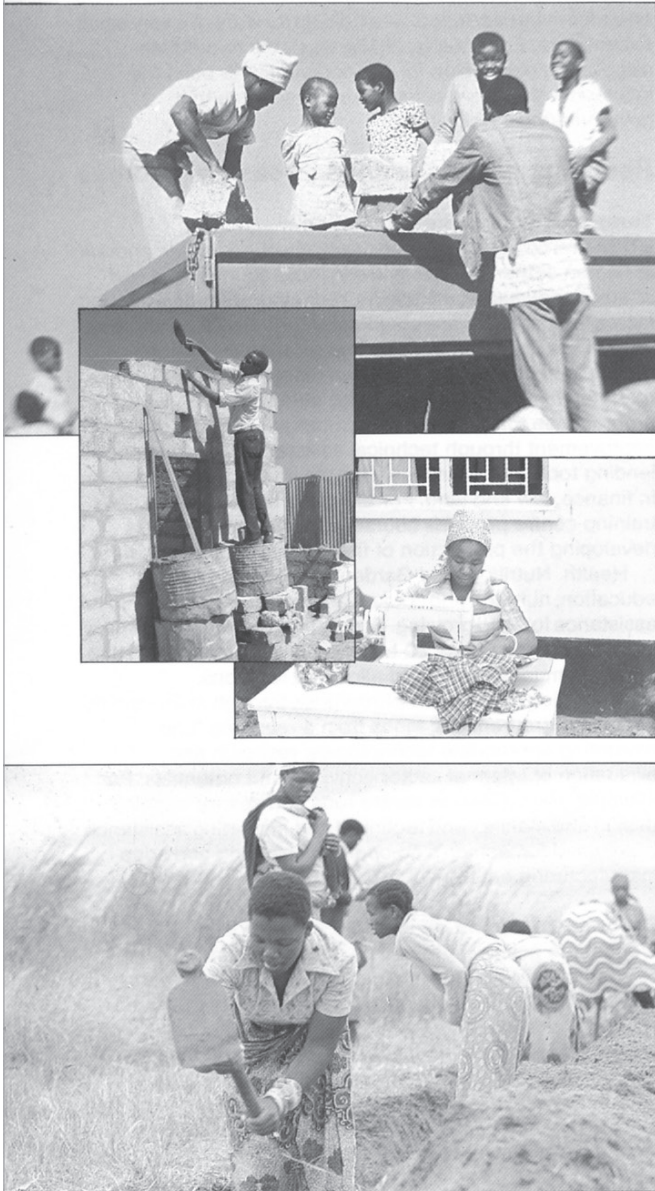
By 1978 about 160,000 people in 27,000 households had been served by the up-grading projects in three large settlements (Chawama, George and Garden/Chaisa/Chipata) about three-quarters of their total population. Another 7,550 households had been provided with minimally serviced plots, including the 5,400 households who had been displaced by the improvements. Credits for building materials were given to a total value of US\$3 million.

Achieving community participation

Due to community involvement in the implementation phase, no serious opposition occurred during the four years of field activity. The relocation of 4,000 houses to make way for roads and services was accepted along with the relocation of 8,000 households and the disruptive effects of major infrastructure construction. Community participation in carrying out official plans was achieved by the Housing Project Unit (HPU) within the Lusaka City Council. Four of the six staff members were AFSC personnel bringing with them their previous experience of working with local community groups on AFSC's successful 1969 Kafue self-help housing project.

Using existing decision-making structures

The Section was chosen as the unit of communication and organization. Later it was found to lack the overview necessary to plan large areas and it also carried insufficient political weight. So Branches were used rather than Wards, since at that time, their effectiveness was not yet fully developed.



Involving the community

Public meetings using oral communication along with films, radio spots, posters, music groups and visits to completed areas gained support for the project. Evening and week-end meetings were held at Section level to accommodate working people, over a period of 5 months. Everyone was informed directly instead of getting second-hand messages through Party leaders, which, like most word-of-mouth messages, are subject to distortion. At Section level, layouts of resettlement blocks and the location of standpipes was decided. Face to face, direct local communication at meetings allowed the different interests to reach consensus and encouraged leaders to develop a more responsive attitude toward the community. Section leaders then took their proposals to Branch level meetings.

RPGs: a forum for community decisions

The Road Planning Group (RPG) was the main body for making community decisions. RPGs included community leaders and party officials. With the help of HPU and by 'road walks', physically marking the area with pegs, they planned the layout of road routes, school sites and decided which houses were in the path of works. If families could not afford to move, alternatives were worked out.

Limitations and unfulfilled expectations

The HPU had made tremendous efforts to involve the residents of up-grading areas in the planning and project implementation. As a result, residents' expectations were and continue to be that other local authorities in the country would follow that example. Accordingly, in 1976 the National Housing Authority drew up another proposal for a second World Bank-assisted urban improvement project for six other areas.

Despite substantial time and effort put into the programme, external, uncontrollable factors caused the economy to be weakened. Reduced employment and inflation had their effect on the programme, causing it to slow down and eventually to be suspended indefinitely. The programme was based on the principle of full cost recovery and on unrealistic assumptions about low-income people's priorities. Private renting and resale of houses was restricted along with other ways in which low-income people earn their livings. The collapse of world copper markets and the decline of national and personal incomes accelerated the inevitable paralysis. By 1986, Zambian currency was devalued by 250 per cent. In 1973, 80 per cent of residents were owner

HUZA



occupiers, but by 1976, this had dropped to 54 per cent and by 1986 to 40 per cent. As participation benefitted owners more than renters, it declined, slowing improvements and ruining maintenance. The government's rising foreign debt and its people's declining real incomes compounded Lusaka City Council's problems in recovering payments for improvements. The ineffective servicing and maintenance by the LUDC caused even more reluctance to pay. Debts rose and authority was eroded. By 1978 less than half the payments due were being collected.

Decentralization and co-operation

In 1980, in keeping with long-standing, stated policies of self-help and self-reliance, the government introduced a decentralization policy, to meet local priorities and to mobilize under-used resources. The copper industry was operating at a loss, the economy was worsening and there was a need to increase small-scale industry and agriculture. These changes shaped HUZA's role as promotor of community organization and enterprise and as a mediator between people and government.

Complementing limited government powers

HUZA now concentrates on community-based activities, maximizing local resources, since NGOs are better placed to promote these vital grass-root activities than government. HUZA also recognizes that it must act in ways that match, enhance and complement local government services and programmes. Early success of the up-grading programme was largely due to AFSC. But by raising people's awareness, expectations and demands, the problem of government's limited capacity to respond was aggravated. HUZA, as AFSC's successor, now responds to this problem. HUZA's initiatives show how more can be achieved with less, building community without imposing personal or national debts.

The case of the incinerator

Some common institutional barriers to local projects and the comparative advantages of NGOs' roles are illustrated by the case of the incinerator. The Chawama Urban Health Clinic was built by Lusaka Urban District Council with government funds in 1984. But the incinerator for the maternity wing was not in the plans and the clinic could not be used until one was provided. As it was not in the Ministry's budget, local councillors were told that an incinerator could not be built until the next financial year. So the clinic, a large investment

on which lives depended, was held up for want of a very small expenditure. Fortunately, HUZA was able to mediate, negotiating permission for the community to build the incinerator themselves, mobilizing resources that government cannot reach.

Reducing expenses and increasing incomes

Three overlapping areas of action

HUZA promotes self-help and self-reliance for development in human settlements. In a low-income country with few international market prospects, reducing costs-of-living and increasing incomes are complementary. HUZA promotes local income-earning training and local enterprise, helping people to get more from their own resources and to improve their health. HUZA works in three complementary programmes that often overlap: Shelter Provision and Improvement through technical assistance and training; lending tools; community leadership training and education in finance, law and land. For example, the Chawama skills training centre provides courses in construction and is developing the production of fibre-cement roofing sheets.

Health, Nutrition, and Gardening through health education; nutrition and cookery training; tools and technical assistance for food growing. For example, in addition to many individual garden plots 20 hectares of land adjacent to the Jack community have been allocated for crops.

Promotion of Productive Enterprise through skills training for local entrepreneurs; loans from a revolving fund; promoting appropriate technologies; research and evaluation of informal sector activities and potentials. For example, the Chawama centre runs courses for clothing design and making, and technical and marketing assistance is provided for women's co-operative clothing and soap manufacturing enterprises.

Economies depend on women

Women are acknowledged as a major force in HUZA programmes. Women combine child-bearing and rearing with managing the household economies. It is they who introduce changes of health practices and nutrition. Women are the principal gardeners, urban farmers and market traders. Most of the income-generating co-operative enterprises, for soap-making and clothing, for instance, are by and for women. The management of home-building and much of the labour is provided by the women.