



UN HABITAT
Regional Technical Cooperation Division



ZAMBIA: LIVINGSTONE CITY PROFILE



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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

REGIONAL OFFICE FOR AFRICA AND THE ARAB STATES

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FOREWORD



The annual urban growth rate in Sub-Saharan Africa is almost 5 percent, twice as high as in Latin America and Asia. It also has the world's largest proportion of urban residents living in slums, which today are home to 72 percent of urban Africa's citizens representing a total of some 187 million people. As more and more people seek a better life in towns and cities, the

urban slum population in Africa is projected to double every 15 years in a process known as the urbanization of poverty. African cities are thus confronted in the new Millennium with the problem of accommodating the rapidly growing urban populations in inclusive cities, providing them with adequate shelter and basic urban services, while ensuring environmental sustainability, as well as enhancing economic growth and development.

UN-HABITAT is the lead agency for implementation of Millennium Development Goal (MDG) 7, Target 10 (reducing by half the number of people without sustainable access to safe drinking water), and Target 11 (achieving significant improvement in the lives of at least 100 million slum dwellers by 2020).

As part of our drive to address this crisis, UN-HABITAT is working with the European Commission to support sustainable urban development in African, Caribbean and Pacific (ACP) countries. Given the urgent and diverse needs, the agency found it necessary to develop a tool for rapid assessment to guide immediate, mid and long-term interventions. In 2002, based on the European Commission's Consultative Guidelines for Sustainable Urban Development Cooperation, UN-HABITAT successfully implemented an Urban Sector Profile Study in Somalia for the first time. The Study resulted in the identification and implementation of three major programmes with funding from a variety of donors.

In 2004, UN-HABITAT's Regional Office for Africa and the Arab States took the initiative to develop the approach further for application in over 20 countries. This was achieved in collaboration with other departments within the agency – the Urban Development Branch with the Urban Environment Section, the Global Urban Observatory, the Shelter Branch, the Urban Governance Unit, the Gender Policy Unit, the Environment Unit and the Training

and Capacity Building Branch. This new corporate approach is part of the Participatory Slum Upgrading Programme (PSUP). The implementation of the urban profiling was launched thanks to contributions from the Governments of Italy, Belgium and the Netherlands. Today, it is part of the Participatory Slum Upgrading Programme financed by the European Commission.


The idea behind the urban profiling is to help formulate urban poverty reduction policies at the local, national and regional levels through a rapid, participatory, cross cutting, holistic and action-orientated assessment of needs. It is also aimed at enhancing dialogue, awareness of opportunities and challenges aiming at identifying response mechanisms as a contribution to the implementation of the MDGs.

The urban profiling addresses four main themes: governance, slums, gender and HIV/AIDS and environment. It seeks to build a national profile, and three settlements representing the capital or a large city, a medium-sized city, and a small town. The profiles offer an overview of the urban situation in each participating city through a series of interviews with key urban actors. This is followed by a city consultation where priorities are agreed. City-level findings provide input for the national profiling that is combined with a national assessment of institutional, legislative, financial and overall enabling frameworks and response mechanisms. The profiles at all levels result in supporting the formation of city and national strategies and policy development. Additionally, the profiling facilitates sub-regional analyses, strategies and common policies through identification of common needs and priorities at the sub-regional level. This provides guidance to international external support agencies in the development of their responses in the form of capacity building tools.

In Zambia, the profiling was undertaken under the leadership of national and local authorities. This initiative has been carried out locally in Lusaka, Kitwe, Livingstone as well as nationally. The Profile focuses on the findings of a desk-study, interviews with key actors and a town consultation with key urban actors and institutions. Consultation participants agreed to address the salient urban issues including poverty, insecurity, corruption, pollution and crime all problems that negatively affect investments and economic development. A consensus was reached on priority interventions in the form of programme and project proposals to be implemented.

I wish to acknowledge the contributions of Mr. Mohamed El Sioufi, who initiated the urban profiling concept, the Programme Manager Alain Grimard, and Kerstin Sommer, who coordinated the programme. I also wish to cite staff members for their support in producing this report. They include Alioune Badiane, Clarissa Augustinus, Mohamed Halfani, Lucia Kiwala, Eduardo Moreno, Raf Tuts, Gulelat Kebede, Gora Mboup, Raakel Syrjanen and Felix Zeiske.

I would like to wish the Zambia team a successful implementation, and I also look forward to supporting further their efforts in the urban development of Zambia.



Anna Kajumulo Tibaijuka
Under-Secretary-General of the United Nations,
and Executive Director,
UN-HABITAT

EXECUTIVE SUMMARY

INTRODUCTION

The Urban Profiling is a rapid and action-oriented urban assessment of needs and capacity-building gaps at national and local levels. It is currently being implemented in over 20 countries in Africa and the Arab states. The urban profiling uses a structured approach where priority interventions are agreed upon through a consultative process. It consists of three phases: (1) a rapid participatory urban profiling at national and local levels, focusing on governance, informal settlements, gender and HIV/AIDS, and environment, and proposing interventions; (2) detailed priority proposals; and (3) project implementation. Urban Profiling in Zambia encompasses profiles of Lusaka, Kitwe, and Livingstone, each published as a separate report. This is the Livingstone report and it constitutes a general background, a synthesis of the four themes – governance, informal settlements, gender and HIV/AIDS, and environment – and priority project proposals.

BACKGROUND

Livingstone, the capital of Northern Rhodesia before independence and before Lusaka became the capital, is the largest town in Zambia's Southern Province. The city is the tourist capital of Zambia and has the potential to be the number one tourist destination in southern Africa. Among the tourist attractions, Livingstone city boasts Victoria Falls, the seventh wonder of the world. The Livingstone District area is 672 km², with an estimated population of 114, 000 inhabitants. Livingstone is the main administrative centre for the southern region of Zambia and it is the main entry point into the country by road from southern African countries such as Zimbabwe, Botswana, and South Africa. However, Livingstone as a district has a number of development gaps: unequal distribution of infrastructure development, inadequate provision of social services, high poverty levels, degradation of the environment and natural resources, unemployment, and, for much of the city, underdevelopment.

MAP 1: LIVINGSTONE AND ITS SURROUNDINGS



GOVERNANCE

Livingstone City Council (LCC) is a statutory body established under Zambia's Local Government Act no. 22 of 1991. Livingstone has one constituency, i.e. Central Livingstone, which is divided into fifteen wards. A mayor elected from among 15 elected councillors, each representing a ward in the city, heads the council. Special interest groups, traditional rulers, and the area member of parliament are also part of Livingstone City Council. Under the Local Government Act of 1991, the council is mandated to pass bylaws and also to raise funds for carrying out its operations. However, the council's autonomy is undermined by the fact that key financial and legislative functions are under the control of the Ministry of Local Government and Housing. These functions include approval of the council's budget and bylaws. As a supplement to the city council's role in urban governance, Livingstone has a District Development Coordinating Committee (DDCC), which acts as a technical advisory to the council.

UNPLANNED SETTLEMENTS

The city of Livingstone is home to fast-growing unplanned settlements, although they are relatively few compared to other cities in the country. The mushrooming of squatter settlements is largely due to high poverty levels, rural-urban migration, and inadequate town planning. The city has six informal settlements, out of which five have been recognized by the Livingstone City Council as Improvement Areas, earmarked for upgrading under the Housing (Statutory and Improvement Areas) Act CAP 441. Illegal land allocations by political cadres affect land management in the city. Council officials have often found themselves at loggerheads with ward chairpersons and councillors involved in such activities. Illegal allocation of land by political cadres has also contributed to the mushrooming of squatter settlements in Livingstone.

GENDER AND HIV/AIDS

Sustainable human development has been identified as a catalyst for economic growth at both the national and district levels in the country. Unfortunately, Livingstone District's developmental gaps are serious and include high poverty levels, especially among women and other vulnerable groups, and HIV/AIDS, which is Zambia's most critical developmental and humanitarian crisis today. In addition to the lack of district development strategies and poverty reduction measures, the lack of gender equity is preventing economic development (and economic equality between men and women) and is slowing sustainable human development in the district. There are efforts to promote sustainable human development in Livingstone, but the constraints faced in trying to achieve gender balance are many. Among the key problems are the lack of education among

women and traditional assumptions that women cannot be decision makers. Gender inequality greatly hampers HIV/AIDS prevention efforts. Traditionally in Zambia, as in many other parts of the world, men play a dominant role in most relationships, while women and girls are generally expected to be submissive. Livingstone, a border and tourist town, has the highest rate of HIV/AIDS in the country, estimated at over 20 percent (the country's average is 16 percent). Increased poverty at the household level has increased illicit sex, which in turn has increased HIV/AIDS infections, especially among the productive age group of 15–45 years. These high incidences of HIV/AIDS are posing a threat to socio-economic development. The mode of transmission is predominantly heterosexual, and mother-to-child transmission is significant.

ENVIRONMENT

The underlying causes of the majority of the environmental problems in Livingstone are inadequate spatial planning, unemployment, and poverty. When coupled with poor environmental practices, the city's challenges (such as a high rate of waste generation and inadequate water and sanitation systems) become daunting. Environmental deterioration is more pronounced during the rainy season, when there are usually outbreaks of waterborne diseases like cholera and diarrhoea. Deforestation in Livingstone is a result of the over exploitation of wood as a raw material for domestic purposes, for building material, or for the production of charcoal, and inevitably exposes the ground to erosion. Unfortunately, no active re-vegetation and reforestation is being carried out.

BACKGROUND

INTRODUCTION

Urban Profiling

The Livingstone Urban Profiling consists of an accelerated, action-oriented assessment of urban conditions, focusing on priority needs, capacity gaps, and existing institutional responses at local and national levels. The purpose of the study is to develop urban poverty reduction policies at local, national, and regional levels, through an assessment of needs and response mechanisms, and as a contribution to the wider-ranging implementation of the Millennium Development Goals (MDGs). The study is based on analysis of existing data and a series of interviews with all relevant urban stakeholders, including local communities and institutions, civil society, the private sector, development partners, academics, and others. The consultation typically results in a collective agreement on priorities and their development into proposed capacity-building and other projects that are all aimed at urban poverty reduction. The urban profiling is being implemented in over 20 African and Arab countries, offering an opportunity for comparative regional analysis. Once completed, this series of studies will provide a framework for central and local authorities and urban actors, as well as donors and external support agencies.

METHODOLOGY

The Participatory Slum Upgrading Programme consists of three phases:

Phase one consists of the rapid profiling of urban conditions at national and local levels. The capital city, a medium-sized city, and a small town are selected and studied to provide a representative sample in each country. The analysis focuses on four themes: governance, slums, gender and HIV/AIDS, and the environment. Information is collected through standard interviews and discussions with institutions and key informants, in order to assess the strengths, weaknesses, opportunities, and threats (SWOT) of the national and local urban setups. The findings are presented and refined during city and national consultation workshops and consensus is reached regarding priority interventions. National and city reports synthesise the information collected and outline ways forward to reduce urban poverty through holistic approaches.

Phase two builds on the priorities identified through pre-feasibility studies and develops detailed capacity-building and capital investment projects.

Phase three implements the projects developed during the two earlier phases, with an emphasis on skills development, institutional strengthening, and replication.

This report presents the outcomes of **Phase One** at the local level in Livingstone.

URBAN PROFILING IN LIVINGSTONE

The urban profiling in Livingstone is one of three similar exercises conducted in Zambia; the other profiled centres are Lusaka, Livingstone and Kitwe.

The national consultation was conceived as a partnership platform, co-developed with the Ministry of Local Government and Housing, the Ministry of Finance, CARE International, parastatal organizations such as the National Housing Authority, and NGOs such as the Zambia Low-Cost Housing Programme. The aim is to promote inter-agency collaboration that integrates a wide range of urban actors in response mechanisms.

REPORT STRUCTURE

This report consists of:

1. a general background of the urban sector in Livingstone, based on the findings of a desk study, interviews, and a national and city consultation held on 17 January 2005 (see back cover for a list of participants in the city consultation and a bibliography). The background includes data on administration, urban planning, municipal finance, urban services, public transport, health, education, the economic situation, water and sanitation, and waste management;
2. a synthesis of the four main theme areas – governance, slums, gender and HIV/AIDS, and environment – in terms of the institutional set-up, regulatory framework, resource mobilisation, and performance (this second section also highlights agreed priorities and includes a list of identified projects); and
3. a SWOT analysis and an outline of priority project proposals for each theme. The proposals include beneficiaries, partners, estimated costs, objectives, activities, and outputs.

ADMINISTRATION

Like any council in Zambia, the Livingstone City Council is staffed with mainly unskilled manpower. This is largely due to poor conditions of service, which have resulted in the council being unable to recruit and retain skilled manpower. The situation has impacted negatively on the decision-making process and consequently the provision of council services. Further, due to inadequate funding and limited revenue sources, the Livingstone City Council is unable to pay salaries regularly. It is not uncommon for employees to go unpaid for months. This situation has resulted in low morale and has provided fertile ground for corruption.

Livingstone is the provincial headquarters of Southern Province. The provincial minister, the provincial permanent secretary, and the district commissioner have their offices in Livingstone and are in charge of provincial and district administration at central government level.

The functions of a council are contained in the second schedule of the Local Government Act. The executive is responsible for implementing council resolutions and for executing the day-to-day functions of the council. The executive structure of the Livingstone City Council consists of six departments: City Planning, Public Health and Social Services, Legal Services, Administration, Finance, and Engineering. The town clerk, who is the principal officer, heads the executive structure.

As a matter of policy, Livingstone City Council has entered into partnerships with community-based organizations (CBOs) like Resident Development Committees (RDCs) to identify service needs, especially in the peri-urban areas of the city, and non-governmental organizations (NGOs) to implement community-based programmes. International non-governmental organizations are also supplementing the local authority's efforts in the development of the city.

The Livingstone District Development Coordinating Committee is the forum in which the council collaborates with local stakeholders on development issues and programmes. Its membership comprises representatives of the council, government departments that operate in the city, non-governmental organizations, community based organizations, and other stakeholders in the development of the city.

URBANIZATION

Compared to other cities in the country, Livingstone has a relatively low urbanization rate. Industrial decline during the 1980s and 1990s affected the growth potential of Livingstone, such that the growth the city experienced in the 1970s is unlikely to be repeated in the near future, even with the current tourism expansion. However, the main issue at present is that much of the development that is taking place lacks any form of control and /or provision of social services. Unplanned development is most likely the biggest obstacle that Livingstone will encounter if it wants to enhance its status as a tourist destination.

POPULATION

Livingstone has an urban area of about 69 square km and an estimated population of 114,600, with a growth rate of 2.1 percent. The city's population growth is more than manageable and its relatively low-density development profile should provide enough space for infill development. Livingstone's population is youthful – 75 percent of the population are under the age of 30 and the male-female ratio is quite balanced.

HEALTH

Health care services in Livingstone District are provided through the 12 health centres and 2 hospitals the Ministry of Health owns. Notable among the top health institutions in Livingstone is Livingstone General Hospital. Some people in the district also obtain health care services from other sources like traditional healers, traditional birth attendants, and community health workers. The district's existing health care services are not equitably distributed. The current bed stock in health facilities is quite insufficient. The number of trained health personnel is inadequate to effectively respond to demand. Maintenance of the existing health infrastructure and equipment is a big problem due to inadequate funds. The transport system for referral of cases is also inadequate: roads in the district are in a poor state. Malaria continues to be a leading cause of mortality in all age groups, followed by tuberculosis (TB). The number of TB cases could be attributed to an increase in the number of HIV/AIDS cases and overcrowding, especially in the informal settlements.

EDUCATION

According to the District Situation Analysis for Livingstone District, the enrolment ratios in primary education for boys and girls are 47 percent and 54 percent respectively. While there has been remarkable progress in access to and coverage of primary education, the quality of education has gone down. This decline is mainly due to the shortage and poor quality of required inputs – teachers, physical facilities, and learning materials. There are a total of 823 teachers in the district; the pupil-teacher ratio is 26:1, the pupil-classroom ratio 74:1, and the pupil-toilet ratio 53:1. The teacher-pupil ratio is within internationally accepted norms, but there is a drastic need to provide more classrooms to achieve a pupil-classroom ratio of 40:1.

Basic primary and secondary education is affected by the economic crisis in the district, which is threatening to undermine both the quality of and access to education. Public expenditure for education has declined dramatically. Enrolment is increasing in the city and in peri-urban areas and this has meant lower expenditure per student. Construction of new classrooms has not matched the rise in enrolment and the teachers required. Notable among the higher order educational institutions in Livingstone is the teachers training college.

ECONOMY

Livingstone's economy, like the national economy, shows a clear dependence on the informal sector for job creation. Small-scale businesses and the informal economy are the largest employers in Livingstone. This high percentage of people operates outside the scope of government and council levies and cost recovery systems. Much of the informal economy involves cross-border trading. In common with other urban areas, the majority of Livingstone's informal sector business entrepreneurs operate at survival level. This is because of lack of markets, information, and access to finance, and also in some cases lack of training in business management. Unemployment rates in the formal sector are high. With no manufacturing base in the city, tourism is seen as the catalyst to start the economic engine of Livingstone: the future developments and expansion of Livingstone have to be in line with developments in the tourism industry. Over 20 percent of the population in formal employment are in the service industry, i.e. working in hotels, as tour guides, etc. Informal sector businesses have benefited from tourism through the selling of handicrafts and the provision of taxi services to tourists.

For capital projects, the city council is dependent on funding from external sources. It has received funding from the World Bank for the maintenance of designated main roads within the city. It also receives grants from the government for road maintenance. The Support to Economic Expansion and Diversification Tourism Project funded by the World Bank aims, among other things, to support the development and rehabilitation of priority infrastructure in and around Livingstone and to update the 1995 Livingstone Strategic Development Master Plan. Overall, the project seeks to support the government's efforts to stimulate diversified economic growth and private sector investment in the country, using tourism as an entry point.

PUBLIC TRANSPORT

Taxis are the main form of public transport in Livingstone. There are two types of operators; those who operate on regular routes and charge standard rates per passenger, and those who are booked in advance and charge variable rates depending on the distance and time travelled. Currently there are no local bus or minibus operators operating in the city, but there appears to be a need for such a service to ensure safe, convenient, and efficient public transport. Although provision was made in the past for pedestrian walkways, especially in the old town, these have deteriorated to such an extent that they are now unusable. The new areas have very few pedestrian facilities. Due to the exceptionally high volumes of pedestrian traffic, there is a need for pedestrian facilities and these should be incorporated into future planning for road infrastructure.

TABLE 1: SUMMARY OF COUNCIL BUDGETARY PERFORMANCE

YEAR	BUDGETED REV- ENUE (Zambia Kwacha) US\$ 1 = ZMK 4,000	ACTUAL REVENUE COLLECTED	COLLECTION AS % OF BUDGET REVENUE
2003	5,231,661,600.00	4,309,057,829.07	82.36
2004	8,962,062,830.00	3,729,226,757.28	41.61
2005	7,487,917,362.00	4,134,505,301.23	55.21
2006	8,840,143,388.00	1,219,294,047.07	13.80 (as at 31 March 2006)

LOCAL AUTHORITY FINANCES

In 1991, Zambia saw the reintroduction of multi-party politics when the government introduced sweeping liberalization, decentralization, privatization, and commercialization reforms. Among these reforms, the government decided that it would reduce its funding to local authorities and devolve powers to help them manage their finances and become self-sufficient. However, powers and functions were devolved to the local level without the necessary financial resources. Further, the council: (i) Disinvested to Southern Water and Sewerage Company the responsibility for the provision of water, under the Urban and Rural Water Restructuring Programme; (ii) Lost the responsibility for licensing vehicles (following a national policy change by government) to the Road Traffic Commission; and (iii) Sold their stock of council houses at give-away prices under a national political directive. Taken together, these activities have led to the loss of traditional revenue streams. The Livingstone City Council has very poor information management systems. After the introduction of a computerised accounting system, the two staff members who maintained it (trained with the assistance of German Technical Cooperation (GTZ) went for further studies, and the council has reverted to an unreliable and cumbersome manual system.

Recent trends show that the budgetary performance has been poor. The council states that the key reasons for the poor performance are (i) poor worker morale due to perpetually delayed payment of salaries; (ii) lack of effective planning for revenue collection; (iii) poor supervision of field staff; and (iv) archaic and outdated accounting and billing systems.

The main sources of income for the council are property rates, personal levies, business permit fees, legal fees, and rent on commercial property. Salaries and wages consume about 60 percent of the budget, an unacceptably high figure. However, the scenario reflects more of a substantial underspending on service delivery than an overspending on salaries and wages.

GOVERNANCE



Like any other local authority in Zambia, the Livingstone City Council exists according to Section 3 of the Local Government Act (Chapter 281 of the Laws of Zambia). Section 9 of the act states that a council shall consist of the local members of parliament, two representatives of the local chiefs (appointed by the chiefs), and all the elected councillors. The Livingstone City Council comprises 15 elected councillors, headed by the mayor, with each councillor representing a ward in the city. Special interest groups, such as traditional rulers and the area member of parliament, are part of the city council governing body. Although the leadership of the council has encouraged the participation of civil society in decision making, the overall management of the city generally has been less than good due to lack of resources and political interference. The poor governance has affected the delivery of social services and has led to limited revenue collection and increased corruption and poverty. The city council needs to reorganize itself in order to improve its ability to deliver the necessary goods and services to the city. The council is currently unable to meet its service provision responsibilities: roads are not maintained, buildings are in a very bad state of repair, and other services are not delivered as they should be.

The Livingstone City Council will have to adopt a resource-based approach to management and governance and then define its role and functions accordingly, in light of the changing socio-economic conditions in the country.

THE INSTITUTIONAL SET-UP

- The town clerk heads the executive structure of the council, while the mayor heads the civic structure.
- Supplementing Livingstone City Council's role in urban governance, a District Development Coordinating Committee acts as a technical advisory to the city council. It is made up of 45 members who are heads of line government departments and non-governmental organization's partners in the district. Out of the 45, 15 are women.
- The city has a number of non-governmental organizations working with communities (especially low-income neighborhoods) in areas such as capacity building, governance, and micro-finance.
- There is one Resident Development Committee per ward whose main function is coordinating developmental activities in the settlements, working side by side with the council and non-governmental organizations. Ward councillors are ex officio members of Residential Development Committees.
- The Ministry of Local Government and Housing has delegated certain functions, such as the control of development and the subdivision of land, to the Livingstone Planning Authority.
- Decentralization – including financial and administrative autonomy and improved capacity of personnel in the local authorities – is currently seen as the solution to the problems that have beset the Livingstone City Council.

REGULATORY FRAMEWORK

- The 1991 Local Government Act and the Local Government Elections Act, plus relevant amendments, provide the institutional frameworks for the administration of local councils in Zambia.
- The Town and Country Planning Act (Chapter 475 and Revised Chapter 283) of the Laws of Zambia provides a framework for the effective planning and control of development in the main cities and towns of Zambia. The Ministry of Local Government and Housing has delegated certain functions to the Livingstone Planning Authority (control of development and subdivision of land).
- Public Health Act CAP 291 helps the enforcement of building regulations and the curbing of public nuisance.
- The government's promise, through the decentralization policy, to provide a legal framework that could promote autonomy in decision making at the local authority level is yet to be fulfilled.

PERFORMANCE AND ACCOUNTABILITY

- Councillors are elected through the democratic process of a secret vote.
- Development plans are not implemented due to insufficient funds.
- District Development Coordinating Committee acts as a technical advisory committee to the city council but lacks capacity to enforce and has no budgetary provisions.
- There is limited involvement of stakeholders in governance issues due to apathy among residents, lack of knowledge about local governance, and the low status many residents attach to the local authority.
- Citizens are not sufficiently sensitized to speak out and demand their rights.
- Councillors are more interested in their own welfare than issues affecting their constituents.
- The majority of support council staff are not qualified, a situation that impacts negatively on their performance.
- A human resource development and training policy is lacking.
- Councillors are neither sufficiently educated nor adequately exposed to effectively undertake their civic responsibilities.

- Reorganization of the council should be carried out in order to improve revenue collection methods and accountability.

RESOURCE MOBILIZATION

- Revenue collection is weak because infrastructure, a proper system, and an updated databank are nonexistent and staff are demoralised.
- Lack of financial autonomy and inadequate grants from the government have left the Livingstone City Council in a weak financial position, to the extent that they are not able to deliver the services they were designated to provide.
- The Livingstone City Council is not allowed to borrow funds or receive grants from foreign governments and organizations.
- The main sources of revenue for Livingstone City Council are limited to licensing fees, personal levies, other levies and charges, and property rates.
- Residents' attitudes towards paying rates or fees are generally negative, as they do not see any resultant benefits.
- Although the central government is by law obliged to provide grants in lieu of rates on its property within the council's area of jurisdiction, it does not do so.
- The lack of financial autonomy among local authorities in Zambia is such that even the levies, charges, and rates that they might want to introduce are subject to the approval of the Minister of Local Government and Housing.

AGREED PRIORITIES

- Improve technical capacity of Livingstone County Council staff members.
- Undertake capacity building for civic leaders in good governance, with emphasis on transparency and accountability.
- Ensure full implementation of the National Decentralization Policy.
- Improve partnerships in urban development programmes among the public, private, and popular sectors in the city.

GOVERNANCE N°1

Project proposal Page 23

Improve revenue generation strategies for Livingstone City Council.

GOVERNANCE N°2

Project proposal Page 24

Develop capacity in local governance.



INFORMAL SETTLEMENTS

Due to inadequate town planning, high poverty levels, and rural-urban migration, mushrooming slums have become part of the modern urban outlook in Zambia. The city of Livingstone has not been spared; however, compared to other cities in the country, squatter settlements in Livingstone are relatively few. Livingstone City Council currently recognizes five settlements as Improvement Areas: Mwandu, Nakatindi, Zambezi Sawmills, Malota, and Libuyu. They are to be formalized under the Statutory Housing and Improvement Areas Act. The Livingstone City Council is yet to recognise the informal settlement of Sakubita.

Illegal land allocations by political cadres affect land management in the city. Council officials have often found themselves at loggerheads with ward chairpersons and councillors involved in illegal land allocation, which has contributed to the mushrooming of squatter settlements in Livingstone. The rapid increase of the settlements has made proper town planning difficult: most of the settlements have no proper water and sanitation systems, which are vital for the well-being of its residents. In order to address some of the developmental problems in unplanned settlements, area councillors and Resident Development Committees are working to come up with ways of improving land management and controlling development in these areas.

INSTITUTIONAL SET-UP

- The council is responsible for recognition and legalization of unplanned settlements in the city.
- In terms of service provision in informal settlements, the council only attempts to focus on solid waste management and not other services like water, sanitation, and electricity generation, which are provided by utility companies.
- The council plays a pivotal role in coordinating developmental activities with central government agencies, non-governmental organizations, community based organizations, and donor agencies in informal settlements.
- To further developmental activities in unplanned settlements, local authority workers work hand in hand with Residential Development Committees and collect information on settlement issues using participatory methodologies such as focus group discussions and questionnaires.
- The council needs the capacity to coordinate Residential Development Committees' and non-governmental organizations' upgrading efforts and other developmental activities in unplanned settlements.

REGULATORY FRAMEWORK

- The Housing (Statutory and Improvement Areas) Act CAP 441 provides for development control and improvement of housing in site and service areas and in legalized unplanned settlements. It also provides for the issuance of occupancy licences, which give security of tenure in unplanned settlements.
- The major weakness of the legislation lies in its restrictions regarding private sector participation in housing schemes.
- The Housing (Statutory and Improvement Areas) Act precludes other laws from applying to areas of its jurisdiction; necessary amendments are therefore required to bring the act in line with market-oriented housing delivery mechanisms.
- City regulations and policies state clearly that informal settlements should meet certain standards (within city planning requirements) to qualify for upgrading.
- Where informal settlements have sprung up in areas earmarked for non-residential use, in waterlogged areas, or on private property, city regulations discourage the legalizing of the settlements.

RESOURCE MOBILIZATION

- Community-based organizations try to mobilise resources for upgrading unplanned settlements through development projects. The resources include Livingstone City Council revenue (generated from levies and rates), as well as financial support from local and international donors, the Constituency Development Fund, the Ward Development Fund, and the local business community.
- In order to get more women involved in development projects and at the same time empower them economically, the Livingstone City Council gives assistance to female-headed households to upgrade their dwellings and livelihoods by linking them to other service providers (e.g. micro-finance service providers).
- Despite the Livingstone City Council linking the poor to micro-finance service providers, the poor still find it difficult to access micro-finance. This is due to lack of collateral, high interest rates, and the fear that if they fail to pay back the loan, they could either be arrested or lose their few assets to bailiffs.

BEST PRACTICE

The Livingstone County Council, in conjunction with non-governmental organizations such as CARE International, carried out a study using participatory methodologies to prioritize development issues in informal settlements and initiate income-generating activities. A Participatory Appraisal Needs Assessment method was used to determine the priorities. Technical assistance from CARE International and the participation of the local community and the Livingstone County Council led to the successful implementation of the Malota Water Project.

AGREED PRIORITIES

- Legalise unplanned settlements in the city.
- Improve the provision of water, sanitation, and basic road infrastructure in unplanned settlements.
- Improve micro-finance credit facilities for self-employed men and women in the informal sector.
- Undertake squatter upgrading in regularised unplanned settlements in the city.
- Curtail noise pollution and anti-social behaviour from bars and taverns in unplanned settlements Project.



SLUMS AND SHELTER N°1

Project proposal | Page 26

Development of an action plan to upgrade Livingstone's informal settlements.

SLUMS AND SHELTER N°2

Project proposal | Page 27

Provision of security of tenure in legalised unplanned settlements.

GENDER AND HIV/AIDS



Sustainable human development has been identified as a catalyst for economic growth at both the national and district levels in the country. Livingstone as a district has been found to have development gaps, including high poverty and unemployment levels. Apart from the lack of district development strategies and poverty reduction measures, gender inequities have been identified as one of the main reasons for there being limited sustainable human development in the city.

In order to promote gender balance in the city, the Livingstone City Council, the District Development Coordination Committee, and non-governmental organizations have adopted a course of action that attempts to give equitable access to and control over resources such as land, credit facilities, and employment opportunities. The main objective is to ease the burden of poverty for women at household and community levels. A number of government departments and other institutions have been involved in the promotion of gender balance and sensitisation programmes. The outcome indicators of these programmes would be; (i) Percentage of women with titled land or a shared land title, (ii) Percentage of women in formal employment, and (iii) Percentage of women accessing credit.

Despite the efforts to promote sustainable human development, constraints toward attaining gender equality in the city are many. Among the key problems are the lack of education among women and the traditional assumption that women cannot be decision makers. Though the local authority tries to distribute land fairly, the poor (the majority of whom are women) still experience constraints when it comes to securing land rights. Land is scarce in urban areas and is sold

at a high price that is beyond the reach of the poor, particularly women.

Gender inequality greatly hampers HIV prevention efforts. Traditionally in Zambia, as in many other parts of the world, men play a dominant role in most relationships, while women and girls are generally expected to be submissive. Livingstone, a border and a tourist town, has the highest rate of HIV in the country (over 20 percent, compared to the Zambian average of 16 percent). Increased poverty at the household level has increased illicit sex, which in turn has increased HIV/AIDS infections, especially within the productive age group of 15- to 45-year-olds. The HIV/AIDS epidemic is posing a threat to socio-economic development; however, it is at different levels of evolution in Zambia, with urban areas such as Livingstone maintaining a “stable epidemic”. The mode of transmission is predominantly heterosexual and mother-to-child transmission is significant.

Livingstone has two public hospitals and numerous antenatal clinics at which HIV/AIDS treatment or management programmes can be accessed. The major challenges that were identified in the fight against HIV/AIDS are: the stigma associated with HIV/AIDS; limited access to care and prevention programmes; human resource constraints; the multi-faceted nature of the epidemic; gender inequality; and the high cost of anti-retrovirals. The city council lists HIV/AIDS as one of the key issues now negatively impacting food production, resource utilisation, and the potential for improving economic conditions.

INSTITUTIONAL SET-UP

- The institutional framework on gender issues is weak largely because of customary laws, which have an in-built mechanism for discriminating against women, and the lack of adaptation and incorporation of international gender instruments into domestic law. Gender issues are not yet institutionalized into the operations of stakeholder institutions in the city.
- The Livingstone City Council has no gender mainstreaming policy for the delivery of services.
- The Livingstone City Council has no office for gender issues; they are handled at the national level or by non-governmental organizations operating within the perimeter of the Livingstone City Council, and are not well-articulated.
- On account of the complexity of the HIV/AIDS epidemic, there is need to emphasise a multi-sectoral, holistic approach to the epidemic, involving the central government, community-based organizations, non-governmental organizations, the private sector, religious leaders, people living with AIDS, and traditional healers.
- There is need for the Livingstone City Council and other institutions in the city to develop and implement an HIV/AIDS policy.

REGULATORY FRAMEWORK

- There is need for appropriate legislation that will give clear guidelines for institutional arrangements for the implementation of the National Gender Policy.
- A Victim Support Unit was formed to enforce the provisions of law by tackling gender-related offences such as “property grabbing”, a term which refers to a situation where family property, including real property, is grabbed from the widow by the male relatives of a late husband. In such cases, the widow is left with the responsibility of looking after her children without any support from the people who grab the family property, which is usually acquired through the collective and hard work of both husband and wife.
- The National Legal Aid Clinic for Women was created primarily to offer legal assistance to victims of property grabbing and gender-based violence; it provides legal representation in the courts.
- The Interstate and Succession Act (1989) provides for the distribution of the estate of an individual who dies without leaving a will.
- The National AIDS Bill (act no. 10 of 2002) makes the National HIV/AIDS/STD/TB Council a legal body that may solicit funding.

RESOURCE MOBILIZATION

- Gender and HIV/AIDS awareness programmes are carried out on a limited scale and mostly by non-governmental organizations: the Livingstone City Council does not have a substantial role in this, largely due to inadequate resources.
- There are growing opportunities for stakeholders in the city to promote gender issues and fight against HIV/AIDS by pooling resources together.
- The council, which can barely afford to pay salaries to its workers, has no specific budgetary provision for gender mainstreaming or the fight against HIV/AIDS.
- Inadequate funding has led to inadequate monitoring and evaluation systems, which are supposed to ensure that gender is mainstreamed in institutions at all operational levels.
- More resources from both local and external sources will be required for ensuring the availability of adequate human resources for HIV/AIDS testing, counselling, and care, as well as dissemination of information and supply of drugs.
- Cost-effective methods needed to mitigate the impact should be promoted by emphasizing collaboration and resource sharing.

AGREED PRIORITIES

- Establish a gender desk in all workplaces in the city.
- Formulate and implement an HIV/AIDS workplace policy in all institutions of the city.
- Increase support for girl child education by enacting policies that boost enrolment of the girl child in schools.
- Establish a resource databank at the Livingstone City Council that includes information on all non-governmental organizations, community-based organizations, and public and popular sector institutions that are engaged in development programmes in the city.

GENDER AND HIV/AIDS N°1	Project proposal	Page 29
	Gender and HIV/AIDS institutionalization in local authority operations.	

GENDER AND HIV/AIDS N°2	Project proposal	Page 30
	Capacity building of NGOs and community-based organizations that support and work with women and children.	



ENVIRONMENT



The underlying causes of the majority of the environmental problems in Livingstone are inadequate spatial planning, unemployment, and poverty. The city has poor management practices and faces a variety of challenges, including a high rate of waste generation and inadequate water and sanitation systems. Other than inadequate investment in waste management at the city level, the problems are also a result of human activities at the personal, household, and community levels. Environmental deterioration is more pronounced during the rainy season, when there are usually outbreaks of waterborne diarrhoeal diseases like cholera.

While the central business district (CBD) of Livingstone is kept fairly clean with regular collection services, areas outside the central business district are not serviced and waste in residential areas is either disposed of in backyard pits or dumped in open spaces. The uncontrolled manner in which waste is handled outside the central business district gives rise to vermin and diseases.

Deforestation in Livingstone is a result of the overexploitation of wood as a raw material for domestic purposes, as a building material, or for production of charcoal and exposes the ground to erosion. Unfortunately, no active re-vegetation and reforestation is being carried out. Stagnant water, which has led to the proliferation of mosquitoes (and ultimately malaria), can be prevented with the implementation of proper storm water management systems that prevent erosion and the subsequent formation of shallow depressions in the ground in which water accumulates.

THE INSTITUTIONAL SET-UP

- The Livingstone City Council does not have adequate capacity to effectively tackle environmental problems in the city, and it needs to work hand in hand with other institutions dealing with environmental management issues, such as the Environmental Council of Zambia.
- There is need for coordination among the Livingstone City Council, non-governmental organizations, and the private sector on matters pertaining to environmental management.

REGULATORY FRAMEWORK

- The three acts dealing with waste management are: (i) The Local Government Act (CAP 281, no. 22 of 1991); (ii) The Public Health Act CAP 535; and (iii) The Environmental Protection and Pollution Control Act no. 12 of 1990.
- The Environmental Protection and Pollution Control Act provides the broadest regulations and powers on classification, regulation, monitoring, and treatment of the various types of waste.
- The Environmental Protection and Pollution Control Act provides for the protection of the environment. It also establishes the Environmental Council of Zambia and provides for its functions and powers. The act provides for environmental assessment and the control of pollution, and includes powers of prosecution and arrest.
- The Environmental Council of Zambia does not have sufficient capacity to enforce regulations.

- Current legislation is generally poorly enforced due to limited skills and insufficient staff.
- The Livingstone City Council needs to formulate bylaws aimed at strengthening environmental management in the city.
- To improve enforcement, there is a need for awareness campaigns for local communities in order to sensitize them about the laws.

RESOURCE MOBILIZATION

- The council has no specific budget for environmental management per se.
- Some donor support for environmental management is channelled through non-governmental organizations.
- The Livingstone City Council needs to partner with the private sector at various levels of environmental management.
- The Livingstone City Council needs to develop capacity for resource mobilisation and efficient utilisation of externally provided resources for the development of the city.

CAPACITY BUILDING AND TRAINING

- Lack of coordination between the planning and licensing authorities and resource management agencies negatively affects the overall performance of the institutions.
- The lack of coordination and networking among institutions has meant that there has been very little integrated planning.
- The policy and regulatory framework for environmental management is not properly enforced, resulting in the current environmental degradation.
- Although the Environmental Council of Zambia plays a leading role in conducting environmental impact assessments, there is little capacity in the local authority to adequately assess the environmental impact of projects.

- Lack of transparency in decision making, particularly with regard to planning applications, which higher authorities appear to impose on the city without adequate consultation, affects the performance and accountability of the Livingstone City Council.
- Lack of adequate consultation with communities about proposed developments in the city often means overlooking community interests. There is need to provide mechanisms for public participation in the development of the city, both in planning and natural resource management.
- There is a lack of trust among the Livingstone City Council, government agencies, the private sector, and local communities.

AGREED PRIORITIES

- Improve natural resource management in the city.
- Undertake environmental awareness and training campaigns.
- Promote tourism through sustainable environmental management practices.
- Improve coordination on environmental matters among the council, government agencies, the private sector, and the tourism agency in the city.
- Involve community-based organizations and non-governmental organizations in environmental management at the community level.
- Control deforestation through law enforcement and community participation.

ENVIRONMENT N°1	Project proposal	Page 32
	Develop public-private partnerships in urban environmental management.	

ENVIRONMENT N°2	Project proposal	Page 33
	Development of an engineered landfill and a waste management system for Livingstone.	

ENVIRONMENT N°3	Project proposal	Page 34
	Community-based sustainable urban environmental management.	

GOVERNANCE

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITY ISSUES
POLICY AND LEGISLATIVE FRAMEWORK; DEVOLUTION OF POWER				
<p>Livingstone City Council is an autonomous body established by an act of parliament with clear functions, including the formulation of bylaws.</p> <p>Existence of the National Decentralization Policy.</p>	<p>Councillors manipulate local authority bylaws for selfish gains.</p> <p>Council lacks the capacity to fully implement the National Decentralization Policy.</p>	<p>Provide clear and comprehensive conditions of service for councillors.</p> <p>Support for capacity building can be sourced internally and externally through the Ministry of Local Government and Housing.</p>	<p>Political interference by the central government in the working of the city council.</p> <p>Government's reluctance to surrender power and resources to local authorities.</p>	<p>Improve local governance.</p> <p>Ensure full implementation of the National Decentralization Policy.</p>
FISCAL DECENTRALIZATION, RESOURCE MOBILIZATION AND FINANCIAL MANAGEMENT				
<p>Goodwill from the donor community to fund governance programmes in the city.</p>	<p>Inadequate resource management capacity at the council.</p>	<p>Capacity-building programmes and staff retention strategies for the council should be developed.</p>	<p>Stakeholders' lack of confidence in the council's ability to manage resources.</p>	<p>Conduct capacity building for the council in revenue collection.</p>
<p>The Local Government Act mandates the council to generate its own resources through levies.</p>	<p>The central government has to approve council levies, a situation which negatively impacts on the council's autonomy.</p>	<p>There is a need to review legislation on imposition of levies and taxes to include adequate local authority participation in their formulation.</p>	<p>Government's tendency to take over councils' traditional sources of income.</p>	<p>Improve partnerships among the public, private, and popular sectors.</p>
PERFORMANCE AND ACCOUNTABILITY				
<p>Council has a Strategic Development Plan.</p>	<p>The council lacks resources to implement the development plan.</p>	<p>Preparation of bankable project proposals aimed at resource mobilisation.</p>	<p>Diminishing status and shortage of government support to the council.</p>	<p>Undertake capacity building for civic leaders in the area of good governance, with an emphasis on transparency and accountability.</p>
<p>Council has a legal mandate to manage the city and deliver services.</p>	<p>Non-availability of resources for service delivery negatively impacts service provision.</p>	<p>The council can formulate resource mobilisation strategies.</p>	<p>Inimical decision making by councillors can lead to anarchy in the city development.</p>	
<p>Availability of manpower in the city.</p>	<p>Lack of coordination among stakeholders in harnessing the available human resources.</p>	<p>Introduction of IT networks to facilitate coordination among stakeholders.</p>	<p>High staff turnover in stakeholder institutions.</p>	

GOVERNANCE N°1	Project proposal
	Improve revenue generation strategies for Livingstone City Council.

LOCATION: Livingstone.

DURATION: 24 months.

BENEFICIARIES: Livingstone City Council and council residents.

IMPLEMENTING PARTNERS: Livingstone City Council, the Ministry of Local Government and Housing, UN-HABITAT, UNDP, and the Local Government Association of Zambia.

ESTIMATED COST: USD 300,000

BACKGROUND: Livingstone City Council, like most local authorities in Zambia, is facing serious financial problems. This is mainly due to lack of support from central government, a narrow resource base, untapped potential for income generation, and outdated policies that confine councils to being implementers with little participation in issues such as the determination of certain levies. Major sources of council revenue – property rates, ground rent, trading licences, and personal levies – have proved inadequate for service provision and carrying out capital projects. Livingstone County Council, like most other local authorities, struggles to pay salaries for their workforce and is unable to provide services to the residents of the city. Although the law states that central government should pay grants to local authorities in lieu of rates, generally the government does not do so.

OBJECTIVES: Establish a revenue generation strategy in order to improve the revenue base of the Livingstone City Council. The first objective is to increase efficiency and transparency in the existing revenue generation and management system. The second objective is to build capacity in order to sustain the new system.

ACTIVITIES: (1) Study existing revenue generation systems, including revenue collection and taxation. (2) Study Best Practices from successful local authorities. (3) Develop guidelines for improving the existing revenue generation and management systems. (4) Undertake training of local authority staff. (5) Sensitise the council and other stakeholders on the new strategy.

OUTPUTS: (1) : Local authority revenue generation strategy developed. Revenue generation by the Livingstone City Council improved. Recommendations developed on the implementation of the new strategy in other local authorities.

STAFF REQUIRED: Consultancy team with expertise in local authority finance, council staff, representatives of community-based organizations, and government facilitators.

GOVERNANCE
Nº2

Project proposal

Develop capacity in local governance.

LOCATION: Livingstone

DURATION: 24 months.

BENEFICIARIES: Livingstone City Council, civic leaders, and city residents

IMPLEMENTING PARTNERS: Ministry of Local Government and Housing, UN-HABITAT, UNDP, and Livingstone City Council.

ESTIMATED COST: USD 500,000

BACKGROUND: Livingstone City Council, like other local authorities, cannot adequately deliver services to residents without efficient, competent, transparent, and accountable management and leadership. A major reason for poor service delivery in the council is inadequate capacity among management and civic leaders. Some councillors are elected to office on the basis of the popularity of their political parties and not on their capacity to provide quality civic leadership as individuals. Consequently, such councillors do not possess the experience and skills expected of “board members” of the council. Capacity building is therefore essential for civic leaders, especially when they assume office. The project will utilise training manuals developed by UN-HABITAT and other organizations on good local governance and capacity building.

OBJECTIVES: To build capacity for local governance in order to realise effective and accountable management and leadership in Livingstone City Council.

ACTIVITIES: (1) Identify areas of deficit in the orientation programmes for councillors. (2) Study best

practices from cities in other countries. (3) Design training programmes based on good governance and accountability. (4) Train civic leaders in leadership and good local governance. (5) Train council managers in leadership and good governance. (6) Establish measures to ensure accountability in management and governance. (7) Develop indicators to monitor progress.

OUTPUTS: Capacity of councillors in providing adequate civic leadership developed. Overall local governance of the council enhanced. Management capacity of the council improved. Recommendations for replication developed.

STAFF REQUIRED: A consultant with expertise in local governance issues, local authority staff, private sector representatives, and community-based organizations.

INFORMAL SETTLEMENTS

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITY ISSUES
REGULATORY FRAMEWORK AND INSTITUTIONAL SET-UP				
Council is empowered to formulate bylaws on the improvement of informal settlements.	Lack of council capacity to review and enact new bylaws.	Source stakeholder support for review and enactment of new bylaws.	The government must approve new bylaws through excessive bureaucratic procedure.	Legalise unplanned settlements in the city.
Coordination of developmental programmes at community level through Resident Development Committees.	Resident Development Committees lack resources for programme implementation.	Donor support for development in informal settlements.	External support is not sustainable and may only give short-term relief.	Enact development-promoting bylaws.
RESOURCE MOBILIZATION				
Donor support has prioritized improvements in the lives of the urban poor.	Weak institutional capacity at the council and among community-based organizations to absorb donor support.	Implementation of capacity-building and resource mobilisation programmes at the council.	Central government's political interference in resource mobilisation strategies at the council level.	Improve micro-finance credit facilities for self-employed men and women in the informal sector.
Non-governmental organizations provide some micro-finance for residents.	Vulnerable communities lack the collateral required to access loans.	Empower communities through issuance of secure tenure and training in micro-finance management.	Illiteracy and poverty hinder effective community participation.	Develop practical resource mobilisation strategies.
Council programmes exist linking non-governmental organizations with resources to vulnerable communities.	Poor communities are unable to meet conditions for accessing support.	Sensitisation for both the vulnerable communities and non-governmental organizations aim at creating an enabling environment.	Most residents in low-income settlements are too poor to provide the collateral demanded by NGOs before support is provided for housing development.	
SQUATTER UPGRADING				
Council plans exist for regularizing and upgrading informal settlements.	Lack of a squatter-upgrading strategy hinders upgrading programmes.	Preparation of a National Squatter-Upgrading Strategy.	Lack of prioritization of the squatter-upgrading strategy at local and national levels.	Develop a comprehensive squatter-upgrading strategy.
Communities in the poor settlements of the city are easy to mobilise and are willing to develop their settlements.	Uncontrolled squatter growth and illegal developments hinder service provision.	Community participation in controlling development through Resident Development Committees and other community-based organizations.	Illegal land allocations by political cadres defeats development control measures by the council.	Undertake squatter upgrading in regularised unplanned settlements in the city.
Communities in the poor settlements of the city are easy to mobilise and are willing to develop their settlements.	Uncontrolled squatter growth and illegal developments hinder service provision.	Community participation in controlling development through Resident Development Committees and other community-based organizations.	Illegal land allocations by political cadres defeats development control measures by the council.	

**SLUMS AND
SHELTER
Nº1**

Project proposal

Development of an action plan to upgrade Livingstone's informal settlements.

LOCATION: Livingstone

DURATION: 24 months

BENEFICIARIES: Livingstone residents, Livingstone City Council, and the private sector.

IMPLEMENTING PARTNERS: Ministry of Local Government and Housing, Ministry of Lands, UN-HABITAT, UNDP, Japanese International Cooperation Agency (JICA), and Danish International Development Agency (DANIDA).

ESTIMATED COST: US\$ 700,000

BACKGROUND: Livingstone has an estimated population of 114,000, growing at a rate of about 2 percent annually. An expanding local economy boosted by the flourishing tourism sector is pushing this population growth. Most in-migrants into the city are being absorbed into unplanned settlements, which lack basic services. The local authority has no capacity to provide services in the rapidly growing informal settlements, although it has recognised the settlements and earmarked them for upgrading. Illegal land allocations, especially by political cadres, are rife and make development in the settlements chaotic. Services are too expensive to provide because of the haphazard way the development is being carried out. Settlement-upgrading programmes will require full community participation and ownership, as well as the participation of other stakeholders—the local and central governments, civil society, and the private sector.

OBJECTIVES: The overall objective of Cities Alliance for Livingstone is to work with partners to implement urban policy reforms and to prepare a citywide upgrading programme that will improve the living conditions of the urban poor of Livingstone. This programme is to be developed in line with Millennium Development Goal 7 (Target 11), which is to “achieve significant improvement in the lives of at least 100 million slum dwellers by 2020”. It will also adhere to the National Housing Policy, the Town and Country Planning Act CAP 283, and the Housing (Statutory and Improvement Areas) Act CAP 194 of the Laws of Zambia.

ACTIVITIES: (1) Undertake expert analysis, surveys, seminars, and briefing sessions. (2) Improve public awareness about the proposed action plan through the media. (3) Sensitise the private sector to provide employment opportunities and to ensure the participation of small and medium enterprises. (4) Undertake a training needs assessment. (5) Develop tools for capacity building in local governance and settlement upgrading. (6) Conduct training workshops. (7) Develop an investment plan.

OUTPUTS: Strategy for unplanned settlement upgrading developed. Social and physical mapping of unplanned settlements undertaken. A citywide action plan for the improvement of unplanned settlements developed. Proposals for increased investment in housing and infrastructure development finished. Capacity building for the city council and stakeholders completed. Communities empowered with skills in self-organization, savings, basic infrastructure development, and community safety and security.

STAFF REQUIRED: Staff from the Livingstone City Council, the Ministry of Local Government and Housing, the Ministry of Lands, the Environmental Council of Zambia, and Resident Development Committees.

SLUMS AND SHELTER N°2	Project proposal
	Provision of security of tenure in legalised unplanned settlements

LOCATION: Livingstone

DURATION: 24 months

BENEFICIARIES: Residents of unplanned settlements, the private sector, community-based organizations, and the Livingstone City Council.

IMPLEMENTING PARTNERS: Ministry of Local Government and Housing, UN-HABITAT, Local Government Association of Zambia, Ministry of Justice, and Ministry of Lands.

ESTIMATED COST: US\$ 300,000

BACKGROUND: A local study has revealed that without legal title to land, most residents in unplanned settlements will not invest in the improvement of the semi-permanent structures in which they live. Many informal settlements in towns and cities of urban areas have been regularised, but the majority of people do not have any secure tenure at the household level. This situation has deprived them of many benefits: the provision of legal protection for property owners from eviction and demolition of their dwellings without compensation; property gains on the land market; and the use of the property as collateral for bank loans and other transactions. Further, secure tenure improves the status of the settlement and opens it up to long-term socio-economic investment by the government, donors, and investors.

OBJECTIVES: The overall objective of securing land tenure in the legalized unplanned settlements of Livingstone is to enhance economic and social development through secure land rights for women and men.

ACTIVITIES: (1) Sensitize communities through the Resident Development Committees on the importance of secure tenure. (2) Develop digital Improvement Area maps for the unplanned settlements. (3) Undertake a comprehensive house registration exercise in the settlements. (4) Develop a quick and efficient way of preparing occupancy licences and maintaining land records. (5) Issue occupancy licences to residents in the settlements.

OUTPUTS: Efficient methodology developed and implemented for issuance of security of tenure. Security of land tenure ensured for residents. Programme for scaling up the issuance of occupancy licences to other urban areas developed.

STAFF REQUIRED: City council staff and staff from Resident Development Committees, community-based organizations, and the Ministry of Local Government and Housing.

GENDER AND HIV/AIDS

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITY ISSUES
REGULATORY FRAMEWORK AND INSTITUTIONAL SET-UP				
National HIV/AIDS/ STI / TB Council established to coordinate multi-sectoral response to HIV/AIDS at all levels.	Lack of HIV/AIDS policy in the institutions in the city.	Legislate to make the HIV/AIDS policy part of the strategic plans of institutions.	Policy implementation strategies lacking among stakeholders.	Mainstream gender and HIV/AIDS issues into the day-to-day operations of the council and other local institutions.
Existence of legal clinics, e.g. the Victim Support Unit.	Gender insensitive structures in institutions hinder the promotion of gender equality.	Undertake gender sensitisation and institutionalization programmes.	Traditional structures opposed to gender mainstreaming.	Train council staff in gender mainstreaming and HIV/AIDS issues, and employ a gender specialist and a health professional specializing in HIV/AIDS issues.
Existence of policies promoting gender equality.	Negative cultural beliefs that promote male chauvinism.	Provide gender awareness training programmes in workplaces and communities.	Inadequate legislation on institutionalizing gender programmes.	
RESOURCE MOBILIZATION				
More resources being allocated to combat HIV/AIDS, as it is recognized as a major challenge to development.	HIV/AIDS support is mainly external.	Allocation of more central and local government budgetary support for HIV/AIDS programmes.	Continued loss of skilled manpower because of HIV/AIDS.	Develop strategies to pool resources among stakeholders in the fight against HIV/AIDS and gender imbalances.
Increasing budgetary support for gender programmes at the national level.	Inadequate budgetary support at local levels.	Generous donor support for gender programmes.	Reliance on external support for gender and HIV/AIDS programme is not sustainable.	
EMPOWERMENT AND ACCOUNTABILITY				
Growing profile of gender programmes in the city.	Traditional beliefs hindering women's development.	HIV/AIDS and gender sensitisation programmes.	Poverty and illiteracy hinder women's participation.	Empower institutions and communities with knowledge on gender and HIV/AIDS.
Training of gender focal points at district level.	High staff turnover as people leave public institutions for greener pastures.	Decentralization of gender training programmes to community level.	Inadequate community structures to sustain gender-mainstreaming programmes.	Establish a gender desk in all workplaces in the city. Formulate and implement an HIV/AIDS workplace policy in all institutions of the city.
Growing awareness of HIV/AIDS in the district.	Poverty and illiteracy impact on the fight against HIV/AIDS.	Initiate programmes to provide adequate information on the dangers of HIV/AIDS.	Stigma associated with HIV/AIDS hinders participation of vulnerable individuals in the fight against HIV/AIDS.	

GENDER HIV/AIDS N°1	Project proposal
	Gender and HIV / AIDS institutionalisation in local authority operations

LOCATION: Livingstone

DURATION: 24 months

BENEFICIARIES: Local authority staff and city residents.

IMPLEMENTING PARTNERS: Ministry of Local Government and Housing, Gender in Development Division, UNDP, UN-HABITAT, and the Local Government Association of Zambia.

ESTIMATED COST: US\$ 300,000

BACKGROUND: A National Gender Policy was approved in 2000; a Strategic Plan of Action for the National Gender Policy (2004–2008) was finally approved in January 2004. The government has been criticised, however, for the slow progress in addressing and mainstreaming gender issues. Although Zambia has signed the Southern African Development Community declaration for achieving 30 percent representation of women in decision-making positions by 2005, this target was not reached. With regard to promoting gender equity and women's empowerment, little has been achieved in practical terms. As with other councils, the Livingstone City Council is dominated by men. The exploitation of the full potential of Zambia's human resources continues to be constrained by gender disparities. The LCC, like other institutions in the city, has continued to lose its most needed staff to HIV/AIDS at an alarming rate. Yet mechanisms for the institutionalisation of gender and HIV/AIDS issues in local authority operations are yet to be developed.

OBJECTIVES: To help local authorities develop institutional responses that will raise the profile of gender and HIV/AIDS issues in local authorities. This will give the institutions an opportunity to focus their attention on the impact of HIV/AIDS on their members of staff and to promote sustainable human resource development by addressing gender disparities.

ACTIVITIES: (1) Study Best Practices from other countries and from successful local authorities. (2) Establish or examine the existing council policy on gender and HIV/AIDS issues. (3) Develop guidelines for mainstreaming gender and HIV/AIDS issues in council operations. (4) Develop training materials. (5) Undertake the training of local authority staff. (6) Sensitise local authorities and councillors about the importance of institutionalising gender and HIV/AIDS issues in council operations. (7) Develop strategies for replicating the institutionalisation of gender and HIV/AIDS issues in councils in general. (8) Develop indicators for monitoring progress.

OUTPUTS: Gender and HIV/AIDS institutionalisation strategy developed. Gender and HIV/AIDS focal points established in the LCC. Awareness of gender and HIV/AIDS issues among staff improved. Recommendations on the implementation of the new strategy in other local authorities developed.

STAFF REQUIRED: Consultant with expertise in gender and HIV/AIDS mainstreaming, local authority staff, and facilitators from the Ministry of Local Government and Housing and the Gender in Development Division.

Project proposal

Capacity building of NGOs and community-based organizations that support and work with women and children

LOCATION: Livingstone

DURATION: 24 months

BENEFICIARIES: Local communities, Non-governmental organizations, and community-based organizations.

IMPLEMENTING PARTNERS: Pilot local authorities, community-based organizations, ZAMSIF, CARE International, UN-HABITAT, UNDP, and the Ministry of Finance and Economic Planning.

ESTIMATED COST: US\$ 500,000

BACKGROUND: The limited capacity of community-based organizations and Non-governmental organizations to support women and children's activities has been identified as one of the major constraints facing women and vulnerable groups. Institutional inadequacies have hindered the improvement of livelihood systems and the socio-economic status of women and children in poor urban communities. It is important, therefore, that the organizational capacity of institutions that support and work with women and children is developed. This will be addressed through providing support and human resource development to community-based organizations and Non-governmental organizations.

OBJECTIVES: Improve the livelihood systems and socio-economic status of women and children in poor urban communities through enhancing the capacity of institutions that support capacity building for women and children. Enhance coordination among all relevant institutions and organizations supporting activities of women and children, especially at the district and community levels.

ACTIVITIES: (1) Capacity building support to Non-governmental organizations and community-based organizations working with savings groups. (2) Capacity building and development of locally based micro-finance institutions that make finance available to women. (3) Provide support to human resource development of Non-governmental organizations and community-based organizations. (4) Undertake training and gender sensitization for Non-governmental organizations and community-based organizations. (5) Develop information strategies, disseminate the lessons learned, and encourage other communities and development partners to replicate the successful approaches.

OUTPUTS: Capacity improved of community-based organizations and Non-governmental organizations that support women and children's development programmes. Information exchanges and networking among stakeholder institutions established.

STAFF REQUIRED: A micro-enterprise consultant and staff from relevant Non-governmental organizations and community-based organizations, the Ministry of Local Government and Housing, and the Ministry of Community Development and Social Services.

ENVIRONMENT

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITY ISSUES
SOLID AND LIQUID WASTE MANAGEMENT				
City stakeholders identified environmental management in the city as a priority.	Inadequate capacity at the council to steer stakeholder participation in environmental planning and management programmes.	Development of bankable project proposals on capacity building in environmental planning and management.	Inadequate coordination among stakeholders such as the city council and the Environmental Council of Zambia, which are mandated by law to provide sound urban environmental management.	Promote public-private partnerships in urban environmental management. Improve coordination in environmental matters among the council, government agencies, the private sector, and the tourism agency in the city.
Existence of the Department of City Planning at the council.	Inadequate capacity of the Department of City Planning to plan and manage the urban environment effectively.	Raise the status of the Department of City Planning by improving its resource mobilisation capacity and increasing budgetary support from the council to the department.	Political interference by councillors involved in illegal land allocations.	Involve community-based organizations and NGOs in environmental management at the community level.
Existence of an Integrated Development Plan for Livingstone.	Inadequate capacity and resources to implement the plan.	The council can formulate a resource mobilisation strategy for implementation.	The resource mobilisation strategy may be overtaken by uncontrolled developments on the ground before its implementation.	Promote tourism through sustainable environmental management practices.
ENVIRONMENTAL EDUCATION AND AWARENESS				
Existence of the District Development Coordinating Committee's subcommittee that promotes environmental awareness.	The District Development Coordinating Committee has no enforcement capacity, as the law does not support its functions.	Legislate to make the District Development Coordinating Committee a legal structure in local governance.	Apparent unwillingness of central government to create strong local structures.	Undertake environmental awareness and training campaigns. Promote effective, participatory environmental planning and management.
Donor-funded programmes aimed at promoting Livingstone as an ideal tourist destination in the region.	Inadequate capacity among stakeholders to own and promote environmental management programmes in the city.	The council can prioritize environmental management issues in the city through sensitisation programmes at both the city and community levels.	Ignorance and poverty lead to over-exploitation of environmental resources in the city.	
Environmental awareness programmes implemented by the private sector.	Low environmental awareness in local communities due to illiteracy.	Raise the profile of environmental awareness through community structures such as Resident Development Committees, which are able to reach out to the communities in local languages.	Inadequate manpower in the city in the field of environmental planning and management.	

ENVIRONMENT
N°1**Project proposal**

Develop public-private partnerships in urban environmental management

LOCATION: Livingstone**DURATION:** 24 months**BENEFICIARIES:** The Livingstone City Council, the private sector, and city residents.**IMPLEMENTING PARTNERS:** The Ministry of Local Government and Housing, the Ministry of Tourism, Environment, and Natural Resources, the Environmental Council of Zambia, UN-HABITAT, UNDP, community-based organizations, and the private sector.**ESTIMATED COST:** US\$ 500,000

BACKGROUND: Livingstone City Council, like other local authorities, cannot adequately deliver services to residents without the involvement of other stakeholders. There are many spheres in which the Livingstone City Council can work with the private sector to improve the management of the urban environment, deliver social services, and provide infrastructural services. The private sector is already undertaking some projects in the city aimed at improving the urban environment in order to effectively tap the tourism potential of the city. Such initiatives should be encouraged and broadened to include the public, private, and popular sectors. The partnerships could be formalised through a memorandum of understanding between the partners.

OBJECTIVES: Improve urban environmental management and nature conservation through public-private partnerships in urban environmental planning and management and city development in general. The first objective is to create a stakeholders' forum, in which all stakeholders meet and identify priority issues in environmental management of the city. The second objective is to develop a partnership strategy for the wider participation of stakeholders in environmental management and urban development.

ACTIVITIES: (1) Study Best Practices from cities in other countries. (2) Create a stakeholders' forum. (3) Identify priority environmental management and city development issues. (4) Identify possible areas for private sector participation. (5) Establish public-private partnership mechanisms. (6) Train stakeholders in the implementation of public-private partnerships to promote development. (7) Develop programme replication mechanisms for other local authorities. (8) Develop indicators to monitor progress.

OUTPUTS: Public-private partnerships in urban environmental management established. Development activities undertaken through these partnerships. Stakeholder participation in city development increased.

STAFF REQUIRED: Local authority staff, private sector consultants, community-based organizations, and popular sector participants.

ENVIRONMENT Nº2	Project proposal
	Development of an engineered landfill and a waste management system for Livingstone

LOCATION: Livingstone

DURATION: 24 months

BENEFICIARIES: Residents of Livingstone and the business sector.

IMPLEMENTING PARTNERS: Ministry of Local Government and Housing, UN-HABITAT, and the Environmental Council of Zambia.

ESTIMATED COST: US\$ 2 million

BACKGROUND: A persistent problem for the city of Livingstone and its surrounding areas is the inadequate collection and unacceptable disposal of household and commercial waste. The current disposal sites are located on unsuitable sites from an environmental point of view and health and pollution risks are very high. The way the disposal sites are operated at present creates a breeding ground for pests and flies. Burning the waste creates unacceptable air pollution and is a serious visual disturbance. Collection services by the municipality are very limited and are done mainly for the Central Business District (CBD). Waste receptacles are insufficient. Random dumping of waste in open spaces in residential areas is rife. At the current city landfill, waste is randomly dumped over a fairly large area along a valley line – a totally unacceptable site for a landfill. The site is also very close to a natural water source. A new suitable site has been identified in northeast Livingstone.

OBJECTIVES: Develop a sustainable waste management system for the city, and develop an environmentally suitable, engineered landfill site for Livingstone.

ACTIVITIES: (1) Conduct public awareness campaigns

on the need for proper waste management and on the health risks of mishandling waste. (2) Conduct a study of the waste management experience in Livingstone and other cities in the region. (3) Undertake training and capacity building for stakeholders in waste collection, recycling, and disposal. (4) Establish public-private partnerships in waste management. (5) Promote community-based entrepreneurship in waste management. (6) Develop cost recovery strategies for waste management. (7) Construct an engineered landfill site.

OUTPUTS: New waste management system in place. Cost-effective ways of managing waste developed. Public awareness on the need for proper handling, disposal, and management of waste enhanced. An engineered landfill site developed.

STAFF REQUIRED: Staff from the Livingstone City Council, the Environmental Council of Zambia, and Resident Development Committees, as well as private sector representatives.

ENVIRONMENT
Nº3

Project proposal

Community-based sustainable urban environmental management

LOCATION: Livingstone

DURATION: 24 months

BENEFICIARIES: Livingstone City Council, urban communities, and the private sector.

IMPLEMENTING PARTNERS: The Ministry of Tourism, Environment, and Natural Resources, the Environmental Council of Zambia, UNEP, UN-HABITAT, and the Ministry of Local Government and Housing.

ESTIMATED COST: US\$ 500,000

BACKGROUND: The urban environment and tourism potential of Livingstone are seriously threatened by serious environmental problems such as soil erosion, loss of soil fertility, and changes to the microclimate resulting from rampant overexploitation of natural resources, as well as illegal development. Deforestation and the overexploitation of forest resources are taking place at a fast rate. In most cases, residents do not play any significant role in the management of their immediate environment. Many residents expect statutory bodies such as the city council to halt the activities and do not play an active role in issues pertaining to environmental management.

OBJECTIVES: To increase the participation of local residents in the management of the urban environment. To prepare and implement local environmental management plans in a participatory way, with the full involvement of community-based organizations such as Resident Development Committees.

ACTIVITIES: (1) Sensitise the council and Resident Development Committees on the importance of environmental management. (2) Study Best Practices from other countries on community-based environmental management. (3) Establish or study the existing council policy on environmental management. (4) Develop training materials. (5) Undertake training of local authority staff and staff from the Ministry of Tourism, Environment, and Natural Resources and Resident Development Committees. (6) Formulate community-based environmental management committees comprising local and statutory stakeholders and private sector representatives. (7) Develop strategies for replicating project activities in other local authorities. (8) Develop indicators for monitoring progress.

OUTPUTS: Community-based environmental management committees formed. Community-based environmental management plans developed. Local community watchdogs on environmental management established. Illegal development controlled. Coordination between local authorities and community-based environmental management committees solidified. Rampant exploitation of urban environmental resources stopped.

STAFF REQUIRED: Staff from the city council, the Environmental Council of Zambia, community-based organizations, and the Ministry of Local Government and Housing.

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ACRONYMS:

AIDS	Acquired Immune Deficiency Syndrome
CBD	Central business district
CBO	Community-based organization
DANIDA	Danish International Development Agency
DDCC	District Development Coordinating Committee
GTZ	Germany Technical Cooperation
HIV	Human Immunodeficiency Virus
IT	Information technology
JICA	Japanese International Cooperation Agency
LCC	Livingstone City Council
MACO	Ministry of Agriculture and Cooperatives
NGO	Non-governmental organization
RDC	Resident Development Committee
STD	Sexually transmitted disease
SWOT	Strengths, weaknesses, opportunities, and threats
TB	Tuberculosis
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
UN-HABITAT	United Nations Human Settlements Programme
WDF	Ward Development Fund
ZAMSIF	Zambia Social Investment Fund
ZMK	Zambian kwacha

LIVINGSTONE MINI-CONSULTATION

ATTENDANCE LIST

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