

**STRATEGIC PLANNING IN URBAN LOCAL AUTHORITIES  
IN ZAMBIA**

**THE CASE OF KITWE AND KABWE COUNCILS**

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### ***LIST OF ABBREVIATIONS***

<b>CBO</b>	-	Community Based Organisation
<b>DCC</b>	-	Development Co-ordinating Committee
<b>DDCC</b>	-	District Development Co-ordinating Committee
<b>LOGOSP</b>	-	Local Government Support Project
<b>MLGH</b>	-	Ministry of Local Government and Housing
<b>NCDP</b>	-	National Commission for Development Planning
<b>NGO</b>	-	Non Governmental Organisation
<b>PDCC</b>	-	Provincial Development Co-ordinating Committee
<b>PPU</b>	-	Provincial Planning Unit
<b>SINPA</b>	-	Support for Implementation of National Plans of <i>Action</i>
<b>SWOT</b>	-	Strength, Weakness, Opportunity, Threats.

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## *EXECUTIVE SUMMARY*

The last three decades have seen major changes in the administrative and planning systems in Local Government in Zambia. These changes have been necessitated by various factors, some of which are changes in the government system and dwindling financial support in form of grants from government to local authorities.

From the colonial period, Acts of Parliament have guided local government administrative and planning processes. The planning process had been directed by the Town and Country Planning Act. This Act has been oriented to Physical or Master plans, which are basically land use plans.

These plans have failed to meet the demands of the changing environment. Thus a need to change the planning approach has been recognised.

This has led local authorities in Zambia to venture into new planning innovations that can help them meet the demands for delivery of improved social services.

In most provinces of Zambia, through donor support, various approaches to planning have been instituted. However this support has been concentrated in the rural areas of Zambia. Very little has been done in urban local authorities.

This study therefore reviews the state of strategic planning in Urban local authorities in Zambia. It is divided into three parts.

The first part gives an analytical discussion on local government administration in relation to planning in Zambia. It highlights the Administrative, Planning and Decentralisation processes in local government.

The second part gives a brief description of strategic planning, its characteristics and the steps involved.

The third part of the report describes how strategic planning has been implemented in Zambia. This is done by two case studies of one City ( Kitwe ) and one Municipal ( Kabwe ) Councils that have attempted to formulate strategic plans for their councils. The constraints encountered and the achievements and lessons learnt in the process of formulating and implementing the plans are highlighted.

The experiences of strategic planning in the two case studies are highlighted. The analysis of the experiences highlight the fact that councils need strategic plans in order to improve the delivery of services to the communities. However, various factors are highlighted in the analysis.

The study ends with a conclusion in which the need for strategic planning is highlighted and a summary of the measures that government needs to put in place to support this process of planning.

## INTRODUCTION

Society is dynamic and as such a lot of changes have occurred which have had an impact on local government. Changes have occurred in the administration and planning processes of local government. The pressures causing the changes are not only in structure or functions but also in approaches and mode of operations. We now see Councils or Local Authorities performing the role of not only providing services but also performing the roles of enablers or facilitators.

Various factors have influenced the changes in local government administration and planning. Some of these include new approaches to planning by Donors, NGOs and Private Sector, dwindling financial resources from Central Government against the devolution of more responsibilities, change of government systems and above all these the realisation that physical plans e.g. master plans did not in themselves achieve economic development or meet the needs of residents in all aspects of life.

Zambia has not been exception in this. Over the last three decades considerable changes have occurred in local government administration. The Administration Acts under which local authorities operate have been amended to suit the type of government in force. Zambia has over the years relied to statutory planning system to give them direction in urban development. The statutory planing in Zambia is enshrined in the Town and Country Planning Act Cap 475, which was amended in 1997 to meet the demands of the changes in local government.

The traditional planing was mostly oriented to land use planning. Little or no attention was given to other aspects such as financing of the plans. It was a top down approach, which did not involve participation of residents or communities. As such this planning tended not to respond to development needs of the communities.

Furthermore, the administrative system did not allow or give opportunity for discussion with residents on the type of services to be provided or even co-ordination between various departments. The main concern of local authorities was to implement what was in the Act, mainly the delivery of services. There was therefore little concern with operations let alone a businesslike approach in terms of rendering services, cost recovery sustainability etc.

It is in light of the above mentioned changes that the amended Town and Country Planning Act Cap 283 has appointed Local Authorities in the Country as planning authorities for the respective Councils under the Director of City Planning who have been designated to make strategic plans. The definition of “Development Plans” which were more physically oriented have now been changed to “Structure” and “Local” plans which are supposed to encompass not only physical but other aspects of development such as economic, social, environmental, etc.

The above Act has also been supported by the introduction of an institutional framework of 1995 under the decentralisation policy. All of the above have been done in order to achieve better forms of planning in local authorities.

One of the planning approaches that has been recognised to guide the local authorities in light of their changing environment i.e. Political, political, social, economic, environmental etc. is strategic planning. The study, therefore, seeks to highlight the experiences of strategic planning in urban local authorities in Zambia.

## CHAPTER ONE

### 1.0. THE LOCAL GOVERNMENT PERSPECTIVE

#### 1.1. The Administrative Process

Since independence in 1964, the Government of the Republic of Zambia set out to reform local government through enactment of various Acts affecting the administration of local authorities. These included the local government Act of 1965, which established Municipal, Township and Rural Councils and the 1968 Administrative Reforms, which brought in the appointment of District Governors to administer districts through District Development Committees.

The above Acts were repealed in 1980, when the Local Administration Act was enacted. This Act brought in the Governor as Chairman at District level, establishment of Provincial Councils with Party members of Central Committees as Chairmen in every province and the Party Sub-district structure of Ward, Branch and Section being expected to provide socio-economic input to District Councils.

Under the Local Administration Act considerable functions were decentralised to District Councils but without marching resources for effective discharge of functions. Councils or Local Authorities were chaired by a politician (Governor) who also had executive powers. Among the objectives of the 1980 reforms were the removal of overlaps between councils and district development committees, improvement of co-ordination between Local Government and Ministry departments based in the Districts and Provinces.

The 1980 Act sought to make the District the focus of decentralisation by empowering the Local Authorities to administer the affairs of the District in the following areas:-

- Political, Economic, Scientific and Technological, Social and Cultural, Defence and Security.
- Ensuring that the administration of the district achieved effective decentralisation of power in the aforementioned field.
- Formulating long term and short term district development programmes (Noppen 1990: 263).

To facilitate decentralisation the United National Independence Party (UNIP) Government reorganised the administration at district level by integrating the three structures of government i.e. the Party, Central and Local Government through the formation of an integrated government structure called the District Council headed by a District Governor who was a politician.

The 1980 Act led to Councils encountering major problems in their operations. As highlighted by Trodden and Young (1994) the Act proved controversial, widely

unpopular at inception and was never fully implemented. This was because there was abuse of power especially by UNIP officials who often converted local resources to Party purposes.

A number of gaps were left in the legislation. It was thus open to misinterpretation and Councils could not use their powers to the maximum due to the administrative practice. For example Councils were not authorised to hire and fire personnel. As such they could not improve their development capacity. There were no clear definitions of working relationships between Councils, Ministries on one hand and Provincial authorities on the other hand in line with the Decentralised system. The Act was also not clear on mechanisms for revenue sharing with Central Government. Thus Councils had powers to plan and implement all developmental projects at their local level but no resources both financial and human.

The advent of multipartism led to the enactment of the Local Government Act No. 22 of 1991. This led to Councils or Local Authorities reverting to the pre 1980 functions and the reintroduction of the Local Government Service Commission and Local Government elections. The Local Authorities are chaired at the City and Municipal levels by the Mayor who does not hold any executive powers and by a Council Chairman at District level.

Apart from changes in titles and roles of Chairmen and Chief Officers, Councils Standing Orders remain the same. Changes brought by the Act include the granting of powers to Councils to determine charges for services without seeking ministerial approval. Councils' role of a provider is now changing in light of the changing economic environment faced by many Local Authorities in Zambia. The approach of Local Government sector places more emphasis on sharing or shading responsibilities and creating capacities among communities to initiate, plan and undertake these functions.

## **1.2. The Planning System**

Development planning in Zambia has undergone a number of changes over the years in response to both internal and external influences. These range from centralised to decentralised forms of planning and even other mechanisms and approaches introduced by donors such as the IMF and the World Bank.

Since independence the government used the Development Plan as the tool for the planning process. In this type of planning, permission from the Government was sought to secure implementation of the plan. Several plans have been formulated since independence. The National Commission for Development Planning was mandated to prepare long and medium term plans. The NCDP put together National Development Plans, which included specific proposals for development of each of the sectors in the economy.

All the above plans were oriented towards the economic development of the Country. Planning was therefore, used as a vehicle for promoting social and economic growth. Local Authorities over the years have relied on the statutory planning system to give

them direction in urban development. The statutory system in Zambia is enshrined in the Town and Country Planning Act Cap 475, which was amended to Cap 283 in 1997.

The traditional planning system had much focus on land use planning. This system which is often referred to as master planning is concerned with production of a plan seeking to specify how the city will look in the future. The principal objective was to limit growth of the city. The planning process was in the Central Government Ministries where planners just collected information from which the master plans were prepared. Most of the planners were not aware of problems faced by residents. The process was also long that by the time the plan was produced and considered by Government, the city would have changed considerably. These changes would not conform to the plan, which was rigid.

The bias towards land planning tended to be non-responsive to community needs. They were unable to address other key issues of concern such as urban poverty, environment concerns, informal sector, urban agriculture, investment production and unemployment.

The failure of the master plans led to the project by project approach where agencies were to concentrate on identifying capital projects and expediting their implementation without worrying too much about demonstrating confidence to the plan.

However, problems associated with uncoordinated project by project activity became apparent. A search for better a planning process as a basis for co-ordination came underway. Attention had to be shifted towards finding a strategy which would involve the majority of the populace in the development process. Thus regional planning emerged to have the prospect of providing the appropriate instruments for achieving this.

Regional planning put emphasis on the spatial and regional aspects and directed attention to the distribution of resources in different parts of the country.

Since the principal aim of the regional development planning since independence has been that of redressing the inherited growing imbalances and allowing for changes in the planning philosophy, planning units were set up in each province to co-ordinate planning and implement activities between local and national levels and to also serve as control centres in the region, to monitor progress and to remedy on the spot problems.

However, regional disparities occurred and to resolve these, a strategy was found in the decentralisation of planning to lower level planning units in provinces and districts. Thus the government thought that to secure a better implementation plan, the direct participation of Provinces and District Development Committees would be essential. These plans would not materialise due to various reasons such as the debt crisis and available resources being diverted towards more urgent items.

It was only after the enactment of the 1980 Local Government Administration Act that Provincial and District Planning Units were established in all provinces with the objective of increasing and improving the capacity to plan and make decisions at provincial level. It is in light of implementing these planning units that the

decentralisation approach was formulated. In order to harmonise the system, the Town and Country Planning Act was amended in 1997 to facilitate the inclusion of new definitions. The definition of a development plan was repealed and new definitions were inserted namely:-

- Director of Physical Planning and Housing who is a Public Officer in charge of Town and Country Planning.
- Local plan, which means the plan prepared by a planning authority under the direction of the Director.
- Structure plan which means the plan prepared by a planning authority under the direction of the Minister.

In the new Act conditions have been set that make both structure and local plans more flexible, short term and even includes aspects of financing and participation of residents in the formulation of the plans.

The new Act also includes the insertion that the Minister shall designate the Director as a strategic planning authority. This means that the culture of Local Government needs to adapt to a new environment where there is open governance, participation by communities and systematic management.

With the policy of decentralisation and the amended Act of the Town and Country Planning, there should be a fresh approach to management and organisation in Councils. Councils need to change traditional values and attitudes to management by embracing the principles of enabling and empowering local communities in decision making and results oriented management.

One of the issues in the policy guidelines on decentralisation especially in relation to employment and training has been the emphasis on Councils adopting and maintaining mission statements and strategic policies which will be the basis for realistic operational plans for service through strong management and financial control for which the Council will be accountable.

This therefore, raises the need for strategic planning in Local Authorities which is the basis for this study.

### **1.3. The Decentralisation Process**

In 1993 as part of the Public Sector Reform Programme (PSRP) the MMD Government committed itself to undertake the role of Local Government within Zambia's new pluralist framework by an ambitious programme of decentralisation. In this system Central government delegates power to its field officers and political devolution to elected Local Authorities (Tordoff and Young 1994). The PSRP is to be used as a guide and management plan in carrying out urgently needed reforms in the Public Service. It has three basic components one of which is of concern in this study. This is the decentralisation and strengthening of Local Government.

This component aims at making Local Government in particular and District government in general more efficient, cost effective and responsive to the needs of local communities in the delivery of high quality services and development. One of the proposals to achieve this is the introduction of mechanisms to facilitate deconcentration of certain functions to provinces, devolution of selected functions to local authorities and community participation at the field level in order to provide democratic governance in districts.

The decentralisation process involves the creation of a framework for administration, finance, planning and community participation. In this planning framework the decentralisation policy has introduced a system which is a "*bottom-up*" process based on participatory processes with local residents.

The decentralised planning system is based on the principles that;

- Development plans should respond to the people's expressed needs. Thus it must be participatory;
- Investment will then be both appropriate and sustainable. Thus being cost effective;
- The system is based in the community and planning processes are formed from there. Thus it follows a bottom-up process.

This is distinguished from the former centralised planning undertaken by the NCDP and from Town and Country Planning which was top down.

The objective of the district plan preparation will be to have in place a coordinated framework and annually a set of project proposals, which can direct development investment in the district. The district development planning process is made up of three different types of planning i.e., Participatory, Strategic (Medium Term Development Plans) and Annual Capital Planning.

Through Cabinet circular No. 1 of 1995, the institutional framework for this type of planning was established. This involved the creation of Development Co-ordinating Committees (DCC) at National, Provincial and District levels.

At District level, the decentralised development planning process is the responsibility of district officers of the line departments, Council officers, donors, NGO etc. who are co-ordinated by the Town Clerk to form the DDCC. The main functions of the DDCC are to:-

- Co-ordinate District planning and project implementation across Council and line Departments;
- Provide the link between NGOs and District Councils;
- Consolidate District plans for approval by the Councils;

- Receive and assess project proposals from communities and Development Agencies in the District.
- Co-ordinate the preparation of and implementation of annual capital programmes
- Co-ordinate and Monitor District Project implementation
- Evaluate completed projects and review District development plans
- Monitor and Co-ordinate Sub-district community participatory planning activities
- Prepare consolidated reports on District development for the council with copies to the PDCC and other relevant National Institutions.

Even with the formulation of the Policy, there is still lack of clarity concerning the institutional framework for the system and confusion of responsibility to implement it.

For example there is no institutional framework or guidelines for decentralised participatory planning at District level. The local government Act of 1991 does not provide for structures or processes whereby residents can participate in the planning and decision making process of local councils. The relationships between different planning Agencies e.g. MLGH, NCDP, District Councils, PDCC, PPU and Town and Country Planning authorities are also not clear.

Further more there is need for sufficient capital and operational finance to be made available at local levels to enable the successful operation of the decentralised development planning system.

Although DDCCs and PDCCs have been established in some parts of the country, there has been no similar devolution of finance, which is needed for operational purposes.

As a contribution to the operation process of decentralisation and in order to promote more responsive and accountable development at local level, some Ministries, Government departments and Donor projects are channeling sums of discretionary finance to the Districts. This is capital money which councils can use at their own discretion. However this places a heavy responsibility on local authorities to manage these funds correctly and efficiently.

There is also non-discretion finance which is spent in the District but over which council has no power. These include the Constituency development funds and the Youth project funds.

Although the above plans were formulated, their implementation has been very minimal. Some Councils have not yet formed the DDCCs. There has been misunderstanding on the Constituency Development funds which have a political connotation as Party officials or politicians think that these funds are meant for them. Another contributing factor could be that the Policy is still in draft form.

In order for the system to be implemented or succeed there is need for qualified planners at all levels. Thus the need for training and good remuneration to retain the relevant staff. Most local authorities have no capacity to employ the desired professionals. The culture of local government therefore needs to adapt to a new environment where there is open governance, participation by communities and systematic management.

With the Policy of decentralisation and the amended Town and Country Planning Act there should be a fresh approach to management and organization in local authorities. One of the aspects emphasised in the Policy guidelines especially in relation to employment and training is the adoption and maintenance of Mission Statements and Strategic policies which will be the basis for realistic operational plans for services through strong management and financial control for which the council will be accountable (MLGH 1966: 47)

All councils should therefore commission a management audit of their efficiency and effectiveness with a view of redefining their mission strategy in realistic terms and the organisation required to support this. Strategic planning has been recognised as an approach to attain this.

## CHAPTER TWO

### 2.0 STRATEGIC PLANNING

As previously mentioned, local government has been facing a lot of changes. Unless it anticipates change prepares for change and is ready to change and develop its own outlook, relationships, management structures and organisations, local government's future is bleak.

Due to various reasons ranging from the period taken to prepare them to lack of participation or meaningful involvement of residents in their preparations, Master plans have been abandoned. The plans have failed to cope with emerging problems such as rapid urbanisation, urban poverty, informal sector development etc. They have failed to achieve results and as such have not had any significant effect or action.

Strategic Planning seems to offer a new and relevant approach to arrive at policy decision and seems to be something that can be done a lot faster. There is no single agreed definition of strategic planning, the words are used differently in different contexts by different organisations.

In the context of this study strategic planning will mean a local authority establishing its purpose and direction of those major initiatives that a council proposes to take in response to or in anticipation of changes in its external environment to achieve its vision of what it is trying to do or become. (Cualifieid et al 1989). Strategic Planning is a participative process of development of a medium term plan to meet strategic objectives set by stakeholders in the city. It normally combines physical, financial and institutional aspects.

#### 2.1. The Characteristics of Strategic Planning

Some of the characteristics of strategic planning include being developmental, resource generating, macro, political etc. The Urban Management Programme and World Bank have outlined the following as its characteristics;

- Policy framework.
- Focus on multisectoral strategies programme.
- Close tie with budgeting, revenue planning, capital expenditure and operations and maintenance costs.
- Participation of and ownership by actors.
- Privatisation to allow strategic choices.
- Can be developed incrementally with development of staff capacity.
- Medium to long term horizon, (Peterson et al 1994:77).

## 2.2 The Steps in Strategic Planning

In any planning exercise, a useful step is to carry out some form of a SWOT analysis to determine the context in which development is being planned. The SWOT analysis looks at the strengths, weaknesses, opportunities and threats in an organisation. The following steps have also been identified in the process of strategic planning:

- Situation analysis or situation audit which involves the SWOT analysis
- Developing strategic objectives and sub-objectives or mission statement which will seek to correct the weaknesses, take advantage of opportunities deal with threats and build on strengths. This implies sorting out those things about which you can do something and those things which you could not do much or anything at all.
- Implementation which involves the preparation of programmes and marketing plans. The implementation strategies will therefore deal with management questions of when, who, and where. Traditional planning rarely goes into such details before the plan is published.
- Measurement of progress towards strategic objectives which will involve monitoring and feed back.

The above outlined steps show us that strategic planning is not about shaping the activities in which the council itself is involved but also reaching out beyond its own organisation. It is therefore a vehicle for addressing not just what services are to be provided but also who is to provide those services, how they are to be provided, what major changes are needed within the local authority to ensure their provision.

A strategic plan must not be solely an inward-looking document reflecting the pressures and perceptions of Local government Councillors and Chief officers. It must be grounded in the real problems and concerns felt by local residents, businesses and the customers of the council services.

The following part of the report will therefore try to show the experiences of strategic planning in local authorities in Zambia.

## CHAPTER THREE

### 3.0. STRATEGIC PLANNING IN ZAMBIA

#### 3.1. The Donor experience

As indicated previously, Cabinet Circular No. 1 of 1995 directed councils to establish DDCCs at District level, PDCCs at Provincial level and the NDCCs at National level. The aim of the above was to ensure that policies and development activities are oriented towards local needs and circumstances. Thus decentralisation of the Planning process was not only to stimulate and improve bottom up planning but was also to activate communities to take care of their own development instead of depending on initiatives of councils, donors and government.

The Ministry of Local Government and Housing with assistance from ODA funded Local Government Support Project (LOGOSP) has since 1994 been implementing a National capacity building programme aimed at strengthening the capacity of local councils to lead to the process of district development planning. This has been paralleled by a number of donor District and Provincial programmes aimed at supporting locally based development especially in relation to planning. We have;

- The UNDP/UNCDF supported local governance programme in the Eastern Province.
- The SNV supported programme in Luapula and Northern Province.
- The G.T.Z. supported programme in Southern Province.
- The NORAD supported programme in Northern Province.
- The Netherlands government supported programme in Western Province.

Unfortunately all the above programmes are supporting Rural Councils. It is however worth noting the contributions that have been made by these donors. Donor support can be said to have contributed a lot in terms of carrying out the planning functions although the type of support and approach differ greatly from donor to donor. However, these approaches have helped the Councils to come up with medium plans and general plans for their respective Provinces and have also been able to create data banks at the Provinces as well as at District levels in some cases.

Although most of the donor support is for Rural Councils it may be of interest to this study to highlight the strategic planning process implemented by at least two of the Donors

### ***The SNV Approach in Luapula and Northern Provinces***

SNV is an organisation providing technical support to government structures and to NGO/CBOs. The SNV aims at increasing the social economic and political empowerment of groups of the poor and disadvantaged rural people by giving;

- Support to (government) development programmes including the process of decentralisation and of incorporation of bottom up strategies in planning and in provision of technical services.
- Support to the development of a mature civic society through technical assistance to structures outside government (NGOs, CBO and small-scale enterprises) in order to improve the quality of their performance.

The strategy in achieving its objectives is the process approach in which the direct participation of the local population in program development and execution is considered a crucial requirement for improved chances of success and sustainability.

One of the activities in which SNV is involved is supporting District-planning units to formulate strategic plans for their Districts, which are focused to opportunities for economic development or income generating activities.

The strategic planning process that is used may be summarised as a sequence of steps involving;

- Making an overall assessment of the socio-economic situation. (SWOT analysis used).
- Identifying and prioritising the development issues.
- Identifying and prioritising the priority issues.
- Selecting program strategies for effective action to tackle these issues.
- Designing projects to implement overall programme strategies.

### ***The UNDP/UNCDF Approach in Eastern Province***

The UNDP/UNCDF is a programme to support decentralisation and local governance to improve local democratic governance which is a key factor in promoting development and poverty reduction. The program has two components which include the District Development Project (DDP) and the Feeder Roads Projects (FRP) which aim at improving the living conditions and welfare of the population in the rural parts of the Eastern Province.

The strategy of the DPP and FRP emphasises direct institutional support and the transfer of financial resources to empower local governments and communities to meet their needs for rural services and infrastructure. It is therefore designed to pilot

participatory approaches to the allocation, planning and use of the development funds in the context of the forth coming decentralisation policy.

At district level technical assistance is directed to both technical officers (planning, financing, investments/contracting management) and political officials (Council sub committees, executive etc.)

Further, to encourage private sector involvement in service delivery, assistance is also provided to enable NGOs, CBO and local contractors to improve their capacities to participate in the planning, design appraisal and construction of investment projects. The project covers five design features, which include;

- Investment options and allocation criteria.
- Finance channels.
- Planning process.
- Production Process.
- Institutional arrangements.

The project encourages the adoption of tested and effective local participatory planning procedures developed by NGOs and CBOs. However the following planning steps are followed for both Community and Council projects;

- Promotion.
- Identification.
- Pre-appraisal/Desk appraisal.
- Privatisation.
- Technical Appraisal.
- Approval and Budgeting.
- Detailed design.

The above donor supported programmes highlight the approaches and processes of planning for the programs. It is important to note that although the approaches may differ, there is an emphasis of involvement of all stakeholders in the planning process. The approaches though not yet evaluated create opportunities for urban councils to learn from. The aspect of the finances involved is also another issue that may hinder implementation in councils that have no financial support of any sort.

Since the study is specifically on urban local authorities, I will highlight in detail the processes of strategic planning in two councils, one City and one municipal.

### **3.2 The Kitwe City Council Experience**

#### ***Background***

Kitwe is one of the Towns in the Copperbelt Province of Zambia, which achieved its city status in 1967. It covers an area of 777 square Kilometers and has a population of 468 682 which makes it the second most populated city in the country after Lusaka.

#### ***Justification for the Plan***

As previously mentioned, the history of planning in Kitwe like any other town in the country was based on the Town and Country Planning Act. As indicated the physical planning system proved ineffective in coping with most urban problems emerging in recent years such as rapid urbanisation, informal sector development, urban poverty etc.

Apart from the ineffective master plan, the serious economic difficulties experienced by the country continued to have strains on the council's finances. The non-release of grants by the Central Government for basic services, grant in lieu of rates, including pay packages has disrupted council's cash flow. As such the council had no alternative but to finance the ongoing projects and programmes from internal sources. It is in light of these problems that the initiative to formulate a strategic plan for the City culminated.

#### ***The Process of Developing the Plan***

The initiative to develop a strategic plan evolved after some officers from Kitwe attended a workshop in Lusaka organised by the Ministry of Local Government and Housing in 1997.

The idea was sold to management, after which a task force was formed to mobilise all stakeholders in the city.

A workshop involving council officials and a cross section of the community was organised where the council did a situational analysis highlighting development issues in the city. It resulted in the production of situational analysis report for the city of Kitwe.

It was after the production of this report that the council requested for financial support from the Ministry of Local Government and Housing. At this time the Irish Government was having discussions with the Ministry on support to local government. The ministry presented the request by the council to Irish Aid who in turn agreed to support the council in the preparation of a strategic plan for the City.

The support was based on the fact that the council had already initiated the process by preparing the situational analysis report. This showed some form of seriousness and commitment. It is in light of the above that Irish Aid through the Institute of Public

Administration of Ireland (IPA) gave financial and human resource support to facilitate the preparation of the plan for the City of Kitwe.

### ***Workshops***

Through consultations between the council and the facilitators from IPA a series of workshops for management staff, middle management staff, (section heads) shop floor workers, including members of the Union, councillors and other stakeholders in the city were held over a period of time in 1997 and 1998.

The workshops had different themes and objectives. But they were all designed to ensure a clear understanding of the basic operations of the council and to generate a consensus on the need and strategy for preparing the plan. Through this process, members of staff, councillors and stakeholders were introduced to the strategic planning approach the process involved and discussed the development needs and priorities of the city.

The series of workshops enabled the Kitwe City Council establish a firm base for the development of the strategic plan. A committee or working group constituting departmental representatives (Heads of Departments) and the Town Clerk as chairperson constituted to spearhead the development of the strategic plan.

The Team was able to formulate the mission statement, the corporate goals and individual department goals for the council as well as identify the strategies to achieve the objectives. Due to the dissolution of council, council only adopted the strategic plan in January 1999.

### ***Contents of the plan***

The purpose of Kitwe City Council Strategic Plan is to narrow the focus of the council and its staff on the areas of priority and concern. It also seeks to draw the attention of the people of Kitwe, business organisations and all other stakeholders to critical issues that will be addressed and accomplished over the next five years i.e. 1999-2003. It therefore spells out its mission statement which is;

- To improve the quality of life for the people of Kitwe through the development of a solid economic environment and provisions of quality social services and infrastructure.
- It outlines its values, in carrying out the mission. These include;
  - quality service, good governance, transparency and accountability, staff motivation, value for money and democracy
- It identifies the co-operate goals and the strategies to achieve the objectives
- It outlines the strengths, weaknesses, opportunities and threats of each Department of the Council

- It further outlines the concerns, goals and strategies and performance indicators for each Department

### ***Implementation Process***

After formulation of the plan, the task ahead for the Kitwe City Council is its implementation. There is recognition that for the plan to succeed, commitment and support from councillors and other stakeholders will be vital in the implementation of this plan. It is therefore against this background that copies of the plan will be made available to the councillors, most of whom were not there during the formulation stages of the plan. Arrangements will be made by the Public relations unit to commence a programme on radio with a view to sensitise households in the City about the plan.

Apart from the above, the Director of Administration has been charged with the responsibility of supervising the implementation process.

In order to implement the plan, recognition has been made of the need to formulate implementation mechanisms. Some of the mechanisms will include;

- The creation of a planning unit with multi-disciplinary professionals or the employment of planners with necessary skills to augment the existing planning section to be responsible for the strategic plan.
- The improvement of the resource base by;
  - Reviewing charges for this years budget and improving the sources of revenue.
  - Motivation of staff through training and improvement of allowances.
  - Appealing through relevant authorities for the government to meet its obligations of paying bills for water and rates.
- Donor and NGO support;
  - Through close, coordinated relationships with NGOs in the City the Council hopes to maximise the use of available resources from NGOs.
  - A Donor supported programme by the Netherlands government known as Support for Implementation of National Plans of Action (SINPA) is already in place in Kitwe.

The concept of SINPA is to assist Local government and its Partners in capacity building for action in the broad areas of housing, local environmental management and participative planning processes and partnerships relating to these subjects. It is a programme that can support and add value to existing initiatives. It will link into on going projects and will support and stimulate net working. Although not in a position of funding projects it may fund some technical training or information support.

Through this programme a capacity building project was formulated to help Kitwe determine its capacity building needs in the area of urban development. It does not only aim at enhancing the capacity building of staff of Kitwe City Council but all other Stakeholders including capacity building institutions to work in partnership so as to provide services in a sustainable manner.

The training needs for staff have already been identified and some staff will be sent to various Training Institutions in the Country like at the Copperbelt University and the Local government Training Institute. SINPA is also prepared to conduct skills training workshops or tailor made courses for identified programmes or activities.

### ***Monitoring and Review***

For purposes of monitoring the implementation of the plan, a Task force comprising selected councillors and members of staff will be constituted. The Task force will be responsible in liaison with the Chief Executive and respective Heads of Departments for the formulation of performance indicators through drawing up of detailed action plans. The action reviews will be conducted based on the submission of progress reports at regular intervals.

### ***Constraints***

The Council has recognised the fact that although the plan is in place it may face a lot of constraints in its implementation. Some of the constraints include;

- The funding for creation of a Planning Unit.
- The remunerations to engage or retain relevant skilled personnel.
- The financing of specific projects or activities identified
- The formulation of action plans which is yet to be done
- The change of Councillors due to their short term in office.

### **3.3. The Kabwe Municipal Council Experience**

Kabwe the capital of Central Province is located on the Great north road at the geographical centre of Zambia, 137km north of Lusaka and 200km south of the Copperbelt. It achieved its municipal status in 1954. It covers an area of 1572sq km and has an estimated population of 360,000.

#### ***Justification for the Plan***

The same reasons outlined in the case of Kitwe were the basis for the attempt to formulate a strategic plan. Master planning as already indicated had failed to bring out

action oriented results. There was therefore need to look at other avenues of providing services more efficiently.

The first attempt towards plan formulation in Kabwe was made in 1988 when Hunting Technical Services Limited of the United Kingdom in association with Brian Colquhoun, Hugh O'Donnell and partners of Zambia were appointed as Consultants to undertake a study under the Ministry of Decentralisation. The study was to prepare a recovery plan for Kabwe.

Some of the activities in the process involved reviewing the assets, financial status, and identifying alternative strategies to provide solutions to the physical and financial problems of Kabwe. The outcomes of the study were two reports of Finance and Management (Vol. 1) and on infrastructure and services (Vol. 2). Although 127 recommendations were made, the plan was never implemented. This was due to various reasons ranging from lack of resources both financial and human to lack of commitment and follow-ups by Council.

It is however important to note that an attempt was also made to create a Planning and Monitoring Unit whose objective was to co-ordinate the planning of individual Departments and to prepare an overall Council plan. The Unit was also to be responsible for establishment of a Management Information System to provide regular, update and concise data on Council performance.

The Unit could however not materialise because council could not employ the recommended personnel due to lack of finances. Even though an Officer was appointed to work in this Unit, he did not have the necessary qualifications and was later retired.

Kabwe was later identified as one of the Councils needing support from the LOGOSP programme of the Ministry of Local Government and Housing.

### ***Workshops***

In 1997, a series of workshops were conducted by LOGOSP to facilitate the formulation of a strategic plan for Kabwe. The participants in these workshops included Councillors, and Council staff. Although the output of the workshops came out in form of a report called the Down Sizing Options Study, it highlighted some aspects considered in a strategic plan. This was therefore an attempt towards formulation of a strategic plan.

### ***Contents of the Plan***

The study report spells out the mission statement for Kabwe which is;

- To contribute to the enhancement of the standard of living of the Kabwe Community by e.g.
  - providing and facilitating the provision of high quality essential services needed by the community.

- selling and regulating bye-laws and enforcing relevant legislation fairly
- It outlines the stakeholders both internal and external.
- It highlights the strengths, weaknesses, opportunities and threats of the Institution.
- It identifies the priority services.
- It outlines the post workshop tasks or action plans to be undertaken and identifies the actors and the timeframe for action.

### ***Implementation Process***

Although some form of plan was formulated it has never been implemented due to various reasons ranging from lack of follow-ups to change of staff and Councillors.

### ***Constraints***

During interviews with the Town Clerk and some of the Chief Officers, it was highlighted that the major constraints that led to the none implementations of the plan were:

- The dissolution of the Council and the retiring of Chief Officers which was as a result of conflicts between the two groups. It was at this time that the plan had just been formulated. As a result of this, new staff had to be recruited and this exercise is still going on.
- The none availability of finances to implement the recommendations.
- The none functioning of the Planning and Monitoring Unit where the officers had retired and resigned respectively.

### **3.4. Analysis of the Experiences**

The analysis of the two urban local authorities highlighted above will be based on the achievements and lessons learnt from the process of strategic planning as well as the way forward for the two cases.

### ***Achievements and Lessons Learnt***

The main achievement for Kitwe is that it has managed to produce a strategic plan document for the next five year period (1999 - 2003).

It has been able to identify and coordinate with other stakeholders in the City. Thus creating of more awareness of the roles and responsibilities of stakeholders in service provision.

Apart from the strategic plan it also has a situational analysis report which highlights the developmental issues and the organisations in the City. So far management is happy to recognise that their operations are now more focussed on issues that have been identified in the strategic plan and believe that Councils cannot operate without a plan. Since the initiation of the plan was from the Council itself, chances of its sustainability and its implementation are very high.

The following are some of the benefits or achievements realised from the process;

- The strategic plan process has led to changes in attitudes of Management, Councillors and Employees on approaches to urban planning, management and implementation of projects. There is more interdepartmental coordination.
- The Council is now operating in a business like manner because they can now market and sale their plan to investors and other interested parties.
- There has been recognition on the part of the Council of the need to think about new ways of mobilising resources for development by way of partnerships with stakeholders.
- The initiation of a strategic plan has facilitated support to the Council from a Donor Agency. This shows that with a strategic plan in place, it is easy for donors to identify projects for which they can support and the Council is able to cost and prioritise the projects.

From the Kabwe experience we learn that changes or instability of staff and Council can create delays in the implementation process. This is seen by the non-implementation of both the Recovery Plan and the Down Sizing Study Report. This shows that even though a plan can be formulated with very good ideas, without finances to implement and commitment from concerned parties it will just remain on paper and will not achieve any of its objectives. The Recovery Plan had 127 recommendations but none of them were implemented. Apart from this, the Kabwe experience shows that the idea for formulation of the two plans did not originate from the council itself but from the Ministry of Local Government and Housing. As such there could have been very minimal commitment from the council and the other stakeholders. On the other hand, the information from the two plans can be used as a basis to formulate a proper strategic plan.

However there were some achievements made from the process of formulating the plans. In the Down Sizing Report the council was able to formulate a mission statement, do a stakeholder and SWOT analysis for the departments of the council. To highlight the planning process a case study on garbage collection was done as well as reviews on the councils structure and its staffing. The aspects considered in the report are part of a strategic plan. As such the report can be improved upon and be turned into a strategic plan for Kabwe.

The LOGOSP workshop did not end with the above but also identified post workshop tasks which included the preparation of an action plan which indicated the tasks, actors and the time frame for achieving the tasks.

The above process implanted skills in council staff, which could have been used to review the study report for implementation. However most of the staff involved in the process have either retired or have resigned. This situation shows us the importance of the need to remunerate qualified staff adequately to avoid resignations and for sustainability of the process.

### ***The Way Forward***

Although the plan is in place for the Kitwe City Council there is need to devise plan implementation mechanisms to guide the implementation process. As already mentioned a task force or team has been constituted under the Director of Administration to undertake this assignment. The first task of the team is to formulate action plans for the identified projects. The action plans will therefore include how, when and by whom the activities will be undertaken and give a detailed breakdown of resources required.

Apart from the above, the council intends to improve its revenue base and mobilise resources from partners in development.

This therefore entails working closely with CBOs, NGOs the Private Sector and other stakeholders.

According to the Chief Executive and Chief officers, the way forward for Kabwe is to work on the Down Sizing Options Study report so that it is turned into a strategic plan for Kabwe. With the stabilisation of the Council and staff they are now in a position to consider the adoption of the report and consider ways of implementing it. They also intend to revamp the Planning and Monitoring Unit. They have recruited a qualified planner to man the Unit.

The above experiences indicate to us that there is strategic planning in Zambia, it is however difficult to determine its extent in urban local authorities. With the implementation of the decentralisation policy it is important that some of the experiences on strategic planning in both rural and urban local authorities are considered for replication in other councils that do not have strategic plans. For example the experience of Kitwe can be replicated in Lusaka, this will not require expatriate expertise for facilitators but some of the staff from Kitwe could be used for the process.

The formulation of strategic plans in local authorities will not materialise unless the councils themselves see the need. It is therefore necessary that the government through the Ministry of Local Government and Housing directs Councils to prepare strategic plans which will allow them to be more focused and be able to identify the priority needs of the councils that would need immediate attention.

Since there is strong advocacy for decentralised planning in the decentralisation policy, to ensure flexibility of response to local needs and problems, decisions and operational functions should be decentralised to the lowest level which is feasible.

As already mentioned, the decentralised planning process has no framework at sub level of the community. Therefore there is need for the government through the Ministry of Local Government to provide a scope for greater participation by local residents. The decentralisation policy allows councils to make their own plans but the question is whether councils have the capacity to do this especially in terms of human and financial capacities.

For effective operations, it is necessary that staff and other resources are available so that an environment in which staff can discharge their responsibilities effectively and efficiently is created. Apart from this, the term of office for Councillors and Chief Officers also poses a constraint to the implementation of the strategic plan. Strategic planning impeaches on political will and financial capacity.

The involvement of stakeholders in the process has created close coordination which has led Kitwe Council to think of new ways of mobilizing resources. The Public-Private Partnerships or Council community cooperation are alternative approaches to mobilising resources. The production of the plan document has facilitated the accessing of finances for training and other capacity building activities from a donor. This shows that if activities are identified and detailed action plans formulated for the activities it is easy to get support for the activities.

In both cases the need for financial resources is highlighted especially in the implementation process. The only government funds that may be availed to councils at the moment are the Constituency development funds. These funds can be used for developmental projects in the City recommended by the council and not the Constituency. Apart from this, councils need to identify sources of local revenue and improve on their financial management capacity especially in relation to budgeting and cost recovery.

## **CONCLUSION**

This study has shown that Strategic Planning can augment or complement the physical or master planning approach which seems to have not fully met the needs of or given enough guidance to local authorities in achieving sustainable development. The strategic planning process is concerned with the broader, social economic and other considerations rather than merely with land use control. If local authorities are to improve performance in services delivery there is need to have a strategic plan within which plans and action plans can be indicated. Implicit in this is the development of great administrative and financial sustainability in councils. Thus the need for programmes of institutional support and development. However, this is a long-term process that government may not be in a position to support. Therefore greater continuity of donor input may be required especially in the formulation of planning units or departments and the development of sustainable revenue generation and cost recovery mechanisms.

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