

TOWARDS A SUSTAINABLE UPGRADING OF UNPLANNED URBAN SETTLEMENTS IN ZAMBIA

A PAPER TO BE PRESENTED AT A CONFERENCE UNDER THE THEME RETHINKING EMERGING LAND MARKETS IN RAPIDLY GROWING SOUTHERN AFRICAN CITIES, TO BE HELD IN JOHANNESBURG, SOUTH AFRICA, FROM 31ST OCTOBER TO 3RD NOVEMBER, 2010.

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1.0 INTRODUCTION

Most of the major cities and towns in Zambia are surrounded by unplanned settlements, and a large proportion of the urban population resides in these informal settlements. Lusaka which is the largest city in Zambia has 70% of its population living in unplanned settlements (Ministry of Local Government and Housing, 2008). By 2002, the city of Lusaka had 37 unplanned settlements (World Bank, 2002). In 2000, the population of Kitwe, the second largest city in Zambia was 388,642, and 40% of this population was living in 28 unplanned settlements located on the fringes of statutory areas. From the above statistics, it is evident that a huge proportion of the Zambian Urban population lives in unplanned settlements.

Since unplanned settlements are considered to be illegal residential areas, the local authorities are not obliged to provide them with socio-economic facilities and services obtaining in statutory residential areas. These include decent housing, clean and safe drinking water, waste management services and facilities, waterborne toilets, recreational facilities, roads, electricity, health facilities and educational facilities. This means that most of the residents of unplanned settlements live in substandard housing structures, and do not only survive without the basic and essential facilities and services, but live in unsanitary and degrading environment.

In spite of the fact that unplanned settlements are regarded as illegal residential areas, the Government of the Republic of Zambia has decided to upgrade these areas. In the same vein, the Housing (statutory and improvement Areas) Act, provides that the local

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Authority may declare some unplanned settlements as improvement areas. Settlements declared as improvement areas become eligible for upgrading

It should however be stated that where upgrading has taken place, very little improvements have been noticed. Essential facilities and services have continued to lack, and housing structures have also continued to be of substandard and congested. Therefore, squatter upgrading in Zambia appears not to have improved the socio-economic facilities and services in the affected areas. Hence the need to establish the factors that might have contributed to the dismal performance of squatter upgrading programmes in Zambia. This will be done by examining the process of upgrading unplanned settlements as well as the pieces of legislation that guide the process. The paper will end by suggesting measures that would lead to effective and sustainable upgrading of unplanned settlements, which are likely to result in the improvement of the quality of life of the people residing in these areas. Thus, the next section will identify factors responsible for the development of unplanned settlements in developing countries as well as in Zambia.

2.0 FACTORS THAT HAVE CONTRIBUTED TO THE GROWTH OF UNPLANNED SETTLEMENTS.

Authorities on the subject have identified several factors as being responsible for the existence of unplanned settlements in developing countries, and these include the following:

2.1 Rural-Urban Migration

Rural - urban migration which is the movement of people from rural to urban areas, usually seeking a better life. In developing countries, it is common for young people to migrate from rural areas to urban areas in order to flee from the harsh conditions obtaining in the rural areas. These are manifested through inadequate and in most cases poor schools, poor and inadequate health facilities, substandard housing structures, lack of recreation facilities and inadequate employment opportunities. Rural-urban migration and the resulting urbanization in developing countries has been increasing at a fast rate, leading to growth of unplanned settlements, which pose a serious challenge to urban local authorities.

In Zambia, urbanization started during the colonial period, when the colonial government introduced various taxes, which had to be paid in cash, and not in kind. The strategy was to compel the indigenous Zambians to offer their labour to the mines, government administration centres, and any other organization that required labour. Usually, these areas were in urban centres. Migrating to urban centres and getting employed, was one sure way of earning the much needed cash for paying government tax.

In later years, the colonial government enacted laws that restricted the movement of indigenous people, especially from rural to urban areas. After independence, these restrictive laws were repealed, resulting in freedom of movement for the Zambian people. This freedom of movement ultimately resulted in an influx of people into the urban areas. Indeed, most of the people coming from rural areas could not get accommodation in the statutory residential areas, either on account of affordability or availability of housing. Those who could not find accommodation in statutory residential areas were left with no choice, but to squat on any empty public land. This marked the beginning of unplanned settlements in urban Zambia, which has grown into a huge problem. The proportion of the population of Lusaka and Kitwe, living in unplanned settlements indicate the magnitude of the problem.

On the problem of housing, the Fifth National Development Plan (FNDP) has observed that Zambia has been facing a critical shortage of housing since she attained political independence in 1964 (FNDP, 2006-2010, p.197) It is said that during the First and Second Republic, Zambia was only able to provide a few institutional houses to government employees. An equally limited number of houses available for rent were placed under the local authorities. It is therefore easy to understand the contribution of housing shortage to the growth of unplanned settlements in urban Zambia.

According to 2000 Census of Population and Housing , 49.7 percent of Zambia's population is living in urban areas after increasing from 39.4 percent in 1990, 38.9 percent in 1980, 29.4 percent in 1969, and 20.5 percent in 1963. The Status quo Report of the Lusaka Integrated Development Plan, Quoted in Zambia Country Assessment Report, has pointed out that the on going urbanization trend was causing growth in informal settlements at the rate of 12 percent per year (Zambia Country Assessment Report, 2002).

Due to shortage of appropriate accommodation the rural-urban migrants seeking better urban life decide to build their own shelter on unplanned land while seeking employment. The ever increasing urban population in unplanned settlements is not provided with facilities and services, such as clean and safe drinking water. Instead, they are left to survive on inadequate and in several cases polluted water, as well as unsanitary conditions.

2.2 Shortage of Affordable Housing Units

In many urban centres of African countries, the construction of housing units has declined in comparison with the multitudes of people who come to these areas/or demand for affordable accommodation or low cost housing (Silitshena, 2009). For instance, Gumende (1990, quoted in Silitshena, 2009) has observed that construction of new houses ended in 1976 in Mozambique. In Malawi, Mafongo (1991: p21, quoted in Silitshena, 2009) states that new construction and servicing of new plots has drastically declined. For Zimbabwe, the Southern African Economist has stated that Harare suffers from scarcity of serviced land, insufficient funds, rapid population growth and shortage of building materials. Thus the, failure to build new housing units in the region is partly blamed on lack of financial resources.

Indeed, Zambia's position regarding the meeting of housing needs is not different from the other African countries in the region. After selling the state owned houses, during the Chiluba government, there has been no aggressive effort to build more houses to replace those that have been sold. The responsibility for constructing housing units for the country has been transferred to National Housing Authority (NHA), a parastatal organization. Indeed, the efforts of NHA are far from meeting the housing needs of the country. The National Council for Construction (NCC) Executive Director, Dr Mashamba says that the 2000 Census put Zambia's total housing stock at 1.8 million, as against the backlog of 1.5 housing units for "today's population". (Mashamba, quoted in The Post Newspaper of 30th April, 2010

2.2 Availability of Idle Land

Idle or vacant land has been blamed for the development of unplanned settlements in developing countries. Kazaara (2006) has argued that the prevalence of idle land, owned by either the state or absentee landlords, entices the migrants, the landless and the homeless. In Zambia, unplanned settlements have emerged in areas that had land that was vacant. And it is for this reason that most unplanned areas are on the fringes of cities and towns, which in most cases were unoccupied land.

2.4 Economic Hardships

(a) Hari (1991) has pointed out that the reasons why people squat are either internal or external to the squatter. Internal reasons include lack of collateral assets; lack of savings and other financial assets; daily wage/low-income jobs which, he argues, are in many cases semi-permanent or temporary. The Status quo report of the Lusaka integrated Development plan, quoted in Zambia Country Report made the following observations:

- That poverty levels were worse in informal settlements than elsewhere in the city;
- Health was generally poor;
- Informal employment was estimated at 65% and unemployment at 28% in the informal settlements;
- Household income for 70% of the households was less than ZK150,000 per month, or U\$ 40;
- Thirty (30) percent of the households use shared pit latrines.

External reasons include high cost of land and other housing services; apathy on the part of the government to assist the poor. Hari (ibid) contends that these reasons leave no option for the low-income householder, but to squat on a vacant piece of land.

Apart from the above stated factors, the Discussion Document on the Revision of Legislation related to Spatial Planning in Zambia has highlighted a number of problems which seem to have greatly contributed to the growth of unplanned settlements in Zambia, and these include the following:

- (a) Outdated pieces of planning legislations;
- (b) Having too many actors in the planning process;

- (c) That the planning process in Zambia was characterized by power struggle between local authorities and other players;
- (d) That coordination between the Town and Country Planning Act and the Housing Act was lacking. For example, the Housing Act is for the regularization and improvement of informal settlements, while the Town and Country Planning Act calls for their demolition;
- (e) There is no provision for public participation in the plan making process in the Town and Country Planning Act as well as the Housing Act. The discussion paper has observed that public involved in the planning process is limited to placing advertisements in the press and gazette to which a limited number of people have access; and
- (f) Due to political interference, Local Authorities find it difficult to carry out their mandated planning tasks, which include preventing illegal developments. One of the effects of this has been the proliferation of unplanned settlements in urban Zambia (Ministry of Local Government and Housing, 2008).

3.0 UPGRADING OF UNPLANNED SETTLEMENTS IN ZAMBIA

3.1 The need for upgrading unplanned settlements

The idea of upgrading unplanned settlements in Zambia was born during the Second National Development Plan (SNDP) which covered the period 1972 to 1976. Prior to this period the Zambian government was for demolition of unplanned settlements (FNDDP, 2006-2010, p.198). The change of heart seems to have been dictated by the fact that the government was not able to provide adequate affordable housing, especially for the low income groups, and also the realization that the problem of unplanned settlements was already getting out of hand. Hence, the logical thing to do was not to demolish, but to start recognizing these unplanned settlements with the aim of facilitating the improvement of the housing units, provision of the required facilities and services. It was therefore, expected that this action would lead to improved quality of the socio-economic environment, which would in turn contribute to improved quality of life of the people of the unplanned settlements.

Apart from the inability on the part of the government to provide adequate affordable housing, and the fact that the problem of unplanned settlements was getting out of control, there were other reasons why unplanned settlements needed to be upgraded.

It has already been observed above that unplanned settlements in Zambia are home to a large proportion of the urban population. For example it has been pointed out that seventy (70) percent and forty (40) percent of the populations of Lusaka and Kitwe, respectively, live in unplanned settlements.

It has further been stated that residents of unplanned settlements survive without the basic and yet very essential services such as clean, safe and adequate water, water borne toilets, waste management facilities and services, roads, electricity, health and educational facilities. Thus, residents of unplanned settlements lead a risky, deplorable and dehumanizing life due to socio-economic decay caused largely by the absence of facilities and services.

The other argument for upgrading unplanned settlements that, is the fear that lack of services and facilities such as water and water borne toilets as well as waste management facilities and services provide a fertile environment for epidemic outbreaks, such as cholera, typhoid and dysentery. In fact, it should be stated that since the early 1990s, Zambia has experienced cholera outbreaks every year, during the wet season, and the sources of most of these outbreaks are residential areas that lack waste management facilities and services, use pit latrines for answering the call of nature, and also where residents lack water facilities and services, and are mostly dependent on shallow wells for their domestic water needs.

Indeed, mention ought to be made that the worst cholera outbreak ever experienced in Zambia, was in 1994, when the City of Kitwe alone lost more than five hundred (500) people through the epidemic. The source of this outbreak was said to be Buchi Township, a conventional statutory residential area, lacking water and water borne toilets. Thus, the sanitary environment was similar in a number of ways to those obtaining in unplanned settlements of urban Zambia.

Furthermore, the absence of services such as water and water borne toilets, and of course the waste management facilities and services is likely to lead to further degradation of the

physical environment in the affected and surrounding areas. Hence, upgrading of unplanned settlements is expected to prevent further damage to the physical environment.

The other reason that seems to have compelled the Zambian government to think of upgrading these unplanned settlements is the fact that the poor housing structures obtaining in these areas are not only an eye sore, but a health hazard to the occupants. During the rain season, there are numerous reports of collapsed houses in unplanned settlements, which in some cases lead to loss of life. These therefore, are some of the arguments for embarking on upgrading of unplanned settlements in Zambia.

Given this background, it may be useful at this stage to briefly look at the activities that are usually undertaken during the upgrading of an unplanned settlement in Zambia.

The activities that are supposed to be carried out during the process of upgrading an unplanned settlement include construction and/or upgrading the existing road network, constructing drainage facilities, markets, laying of sewerage and water pipes, provision of recreation facilities, and communal water borne toilets. Other activities include construction of educational and health facilities, community centers, garbage collection points, pylons or poles and sub stations for provision of electricity, and other essential facilities. To provide the above facilities, it becomes inevitable to demolish some housing units in order to create space for the facilities. This is referred to as dedensification. Those whose housing units are earmarked for demolition, are supposed to be allocated suitable residential plots of land in a designated overspill where they stand a chance of building a better house than what they had before, and are also expected to enjoy better facilities and services. Mention must be made here that overspills are being created further away from the Central Business Districts and other areas that offer opportunities for employment, owing to shortage of empty land within the urban centres.

Since the 1980s, several unplanned settlements have been upgraded, and most of these are in Lusaka, the capital city of Zambia. But before we can discuss the upgraded unplanned settlements, it will be useful and logical to start by familiarizing ourselves with unplanned settlements that are yet to be upgraded. There is need to understand what unplanned settlements are in terms of what they possess and what they lack. Therefore, the

next section looks at the state of unplanned settlements that have not undergone upgrading.

3.2 State of Zambia's Unplanned Settlements

A typical unplanned settlement in Zambia that has not undergone any upgrading will be characterized by the following:

3.2.1 Lack of clean and safe drinking water

Residents of unplanned settlements mostly depend on shallow wells for their water needs. Mention must be made that several wells are located near the pit latrines due to lack of space. There are very few cases where residents of unplanned settlements draw their water from boreholes or communal water stand pipes, in most cases provided by donor agencies. For example, a survey of Ipusukilo Unplanned settlement, conducted by the author in 2009 revealed that the settlement with an estimated population of forty thousand (40,000) inhabitants had thirteen (13) water stand pipes. Out of this number, only five (5) were in working order. Ipusukilo is one of the twenty-eight (28) unplanned settlements in the city of Kitwe. It is located six (6) kilometers east of the city, on the banks of the Kafue River.

3.2.2 Sub standard housing structures

Most of the houses are built of sun dried bricks. When constructing houses, residents of these areas do not adhere to any planning and or building regulations. They set their own standards, which in most cases compromise their safety and health. Little wonder therefore that every rain season, there are reports of collapsed houses. Other than houses being of sub standard, the same are congested, and lack order.

3.2.3 Poor road network

Proper roads rarely exist in unplanned settlements. Where some semblance of roads exists, they are usually in a deplorable state of disrepair, to the extent that they become impassable not only during the wet season, but in several cases, the dry season as well. Consequently, in times of emergency, it is extremely difficult to reach those in need of service.

3.2.4 Lack of water borne toilets

The majority of the households of unplanned settlements do not use water borne toilets as is the case in the statutory council residential areas. Most residents of unplanned settlements depend on pit latrines that are dug within the premises of their residence. When pit latrines fill up, sometimes there is not enough space for digging a new one. In such a situation, the affected household would look for a neighbour who would be willing to share the use of their pit latrine. (Status quo report of the Lusaka Integrated Development plan, quoted in Zambia Country Report, January, 2002)

3.2.5 Lack of storm drainage facilities

Unplanned settlements in majority of cases lack drainage facilities, which in most cases are responsible for flooding and destruction of the already weak housing structures. Due to this problem, in Zambia flood related disasters and falling houses are associated with unplanned settlements. A case in point is Kuku unplanned settlement of Lusaka which experienced perhaps the worst flooding in the history of Zambia, during the last rain season. In some cases the water level reached as far as the lintel level.

3.2.6 Lack of waste management facilities and services

Waste management facilities such as garbage collection points are lacking in unplanned settlements. Residents of these areas dispose waste on the roadsides, open spaces, and sometimes in rubbish pits dug within their premises. Waste disposed in these undesignated places is rarely removed. The uncollected waste is a nuisance in that it is not only ugly to look at, but produces offensive smell which attracts flies, which in turn are responsible for the spread of diseases such as cholera.

3.2.7 They lack educational and health facilities

With the exception of upgraded unplanned settlements, in most cases, unplanned settlement are usually not provided with educational and health facilities. For their health and educational needs, they have to travel out of the settlement, to statutory council areas. As for educational needs, some unplanned settlements depend on what are called community schools, which are in most cases manned by untrained teachers. As the name implies, community schools are schools initiated and run by the community, and not the government.

The list of lacking facilities and services is far from being exhausted. However, it more than suffices for purposes of having a basic idea of what an unplanned settlement is.

4.0 POLICY FRAMEWORK AND PLANNING LEGISLATION FOR LAND USE PLANNING IN ZAMBIA

The policy on upgrading of unplanned settlements starts with declaring the affected area as an improvement area by the local authority. In declaring a settlement as an improvement area, Local Authorities have to ensure that (a) 60 percent or more of the land on which the settlement is located is publicly owned, (b) the settlement has been in existence since 1974, (c) development for which the land is zoned on the development plan is not imminent, and (d) 50 percent or more of the dwelling structures in the settlement are constructed of conventional materials. Normally, after a settlement is declared an “improvement area,” the city council is able to issue 30-year occupancy rights (World Bank, 2002).

The process of legalizing and upgrading of unplanned settlements is regulated by the Housing (Statutory and Improvement Areas) Act, CAP. 194 of the laws of Zambia. As stated earlier, the act is to provide for the control and improvement of housing in certain areas. The process is as explained below.

After the council has resolved that the settlement should be declared an improvement area, the next activity will be to survey the affected settlement. This results in a lay out plan, which is submitted to the Surveyor General for approval. Once approval has been secured, the council would then request the Minister of Local Government and Housing to declare the settlement an improvement area. The lay out plan in the declaration shall be entitled “Improvement Area Plan”. The Improvement area plan shall contain the name and description by which the area is to be known, the existing road if any, and the proposed road to be constructed, the proposed area for common use, and the location of each building identified by a serial number.

Within the improvement area, council can divide the land in accordance with the specifications prescribed by National Housing Authority, erect any building or effect any improvements on any piece of land, as it may deem necessary or desirable.

At this stage, residents may be issued with occupancy licenses as long as they meet the prescribed conditions.

With regard to land use planning, the principle planning legislations in Zambia are the Town and Country Planning Act, CAP.283, and the Housing (Statutory and Improvement Areas) Act, CAP 194 of the Laws of Zambia. Other Acts guiding land use planning are Lands Act, Public Health Act, Environmental Protection and Pollution Control Act (EPPCA) and the Local Government Act.

The Town and Country Planning Act provide guidelines for the preparation, approval and revocation of development plans. It also guides the control of development, modification, subdivision of land and matters related to the above mentioned. The Housing (Statutory and Improvement Areas) Act provides guidelines for the control and improvement of housing in certain areas such as the unplanned or improved residential areas.

5.0 SQUATTER UPGRADING IN ZAMBIA: TO WHAT EXTENT HAS IT IMPROVED FACILITIES AND SERVICES?

To answer the above question, a comparative study involving Ipusukilo unplanned settlement which was yet to undergo upgrading, and Chaisa upgraded settlement of Lusaka was conducted. The survey established that in terms of availability, adequacy and quality of the facilities and services, there was no significant noticeable difference between Ipusukilo which had not been upgraded and Chaisa which had been upgraded.

Where some facilities and services had been provided, they were either inadequate or sub standard. Such services include water supply, sanitation, electricity, roads and drainage; schools, health centres, market places etc. In both settlements, Water supply, for example to individual households was absent. Most residents had continued to depend on shallow wells; only a minority was able to access water from inadequate water stand pipes and boreholes.

Similarities also existed in terms of the order and compactness of housing units. While upgrading essentially implies creating order in terms of road network and eliminating the haphazard arrangement of housing units, the study revealed that Chaisa settlement still

had its houses not build in order and was as congested as before the upgrading exercise took place. Upgrading was defined by the former minister of Local Government and Housing, Silvia Masebo, in a circular letter to Local Authorities “as an incremental exercise aimed at improving houses and providing basic services in unplanned settlements”. A physical inspection of Chaisa upgraded settlement had shown that the concentration had been so much on the provision of services such as water, roads, health, education and other services. Very little improvement had been made to housing units.

There were, however, some noticeable changes in some facilities and services in Chaisa settlement after being upgraded. These included a few communal toilets that had been provided at some public amenities such as clinics, and schools. The ventilated pit latrines provided at public places were also recommended to residents who could afford to construct at their own plots. It was revealed that the improved pit latrine cost between 652.00 and 870 United States Dollars. Not many residents of these areas were able to afford. Using Chaisa as an example, the other facilities that had been provided include health centres, schools, markets, a playing field and gravel roads.

The study also revealed that despite Chaisa settlement having been upgraded, it had continued to perform poorly in terms of service delivery, as well as sustainable development planning due to a number of problems.

Decision making regarding developments affecting the unplanned settlement, had continued to be top-down from the Ministry of Local Government and Housing through the Civic Centre to the settlement. Thus, the involvement of the affected members of the community of unplanned settlements in planning and decision making was lacking, as in most cases Programmes and decisions were imposed either from the Ministry of Local Government and Housing or civic centre. The lack of involvement of the local people affected implementation and maintenance of projects, in that the local people viewed projects and programmes as belonging to the Central Government and the Civic Centre. Due to the centralized system of decision making and planning, residents of Chaisa started by passing Site Offices and lodging their complaints directly to the Civic centre or the Ministry of Local government and Housing, being the source of decisions, plans or programmes and authority. Thus, ownership of the upgrading exercise by the community

was lacking because residents were not involved in the planning and decision making process.

The site offices were manned by the low calibre officers, and the Civic Centre did not seem to know what these site officers were doing in these offices. This is because Site Officers were rarely supervised. It was said that when a vacancy occurred in the site offices, Lusaka city Council did not see the need for urgently filling the position.

The Housing (Statutory and Improvement Areas) Act 1974 was in conflict with the Town and Country Planning Act, CAP. 283 section 31(1). For example, while planners were mandated by the Town and Country Planning Act, CAP. 283, to demolish any settlements or structures built without planning permission or approval, the Housing (Improvement Areas) Act, was for regularization through upgrading. This was In spite of the Town and Country Planning Act being the main Act guiding land use development. Due to the above conflict, the Town and Country Planning Act had no role in an Improvement area.

The Country Assessment Report has observed that land administration policy in Zambia was guided by the 1995 Lands Act, and that the current land legislation was inadequate in terms of protecting the poor (Upgrading of low income settlements, Country assessment Report, January, 2002) Consequently, the Zambian government had made an undertaking through the Fifth National Development Plan (2006- 2010) to develop a new land policy during the plan period to address what it called “the multitude of constraints in the land sector, which included review of legislation.....”. It went further to state that government shall review the structure of the Ministry of Lands with a view to bringing all land dealing institutions under one roof. (FNDP, 2006-2010, p.57). Mention need to be made here that the proposed review seem to have started ,as there was already a Discussion Document on the Revision of Legislation related to Spatial Planning in Zambia.

It was observed above that the existing policy gives Local authorities the mandate to identify and declare unplanned settlement as an improvement area. However, early last year (2009), the late Minister of Local Government and Housing, Ben Tetamashimba had directed Local Authorities to upgrade all unplanned settlements in Zambia. This policy directive was not only unrealistic, but could easily create confusion among the Local

Authorities, as this would be misunderstood to mean abandoning the procedures and processes of selecting settlements to be upgraded. Further more, when the local authority had declared a settlement as improvement area, and conducted a study, the lay out plan had to be submitted to the Surveyor General for approval. As if this was not confusion enough, the council had to effect improvements in the area in accordance with the specifications of National Housing Authority, NOT The Housing (Statutory and Improvement Areas) Act.

One of the activities of upgrading is supposed to be dedensification for the purpose of creating more room for the remaining houses. In Lusaka, Chaisa compound, dedensification was a voluntary exercise, meaning that only those who wanted to leave could do so. However, looking at the significance of the exercise, it would be carried out more effectively if planning authorities exercised regulatory planning powers invested in them.

The overall performance of the upgrading exercise in Chaisa was not done according to the expectations because it was argued that the exercise lacked the support of the City Council. The managers at Civic Centre associated the project with the World Bank and felt that it was separate from Lusaka City Council. Consequently, it was argued that the project was not fully supervised. At the end of the project, the project staff that were seconded to the project were sidelined. It took the then Senior Governor, Michael Sata to transfer the project staff back to Lusaka City Council.

The layout plan is not submitted to the local authority or better still to the members of the community for approval. The beneficiaries of the plan were the residents themselves. Therefore, they should have a final say on the approval. The surveyor general was too remote to approve local lay out plans.

6.0 SUMMARY AND CONCLUSION

The study did establish that the emergence and continued expansion of unplanned settlements in developing countries in general, and Zambia in particular was caused by various factors. These include high rate of rural urban migration, aggravated by a critical shortage of low cost housing in most developing countries, weaknesses of the planning

institutions, economic hardships/ poverty, and availability of idle land. Other factors that seemed to be responsible for unplanned settlements included, outdated and uncoordinated pieces of legislation, and multiplicity of actors involved in the planning process.

As regards upgrading of unplanned settlements, the study found out that the upgrading exercise had achieved very little in terms of improving housing units as well as the accompanying facilities and services. There was insignificant difference between the upgraded settlements and those that had not been upgraded. It was also observed that although upgrading of unplanned settlements was supposed to improve housing units, where upgrading had taken place, most of the houses had continued to be of sub standard and congested. The concentration has been on providing some basic services such as water, health and education facilities, which in most cases were not even enough. The housing structures had continued to be of temporal nature and as congested as ever.

Further more, the poor performance of the upgrading programmes in Zambia has been blamed on the failure on the part of the Central Government as well, as Local Authorities to involve the local affected people in planning and decision making.

7.0 RECOMMENDATIONS

To attain a sustainable and integrated upgrading of unplanned settlements in Zambia, the following is being recommended:

7.1 That Central Government should ensure that participatory planning is implemented in all areas and at all levels of planning in Zambia, in order to improve planning, decision making, as well as a sense of ownership of the upgrading programmes;

7.2 To strengthen planning and decision-making at settlement level, the position of Site officer be upgraded to that of District Planning Officer. Similarly, the qualifications for this position should be a first degree in planning;

7.3 To make planning legislation relevant and current, there was urgent need to revise and integrate all pieces of legislation that guide development planning in Zambia into a single Act. This would go along way towards resolving coordination problems. The updated and integrated planning Act should clearly spell out the planning responsibilities of each and every agency that would be involved in the planning process. This would prevent omissions and duplications of activities by various actors;

7.4 For effective upgrading of unplanned settlements, dedensification should be a compulsory exercise regulated by planning authorities, and never to be left to affected individuals to decide whether or not to move out of the area;

7.5 There was need to strengthen the enforcement of planning regulations to avoid the expansion of unplanned settlements, development without planning permission, and other related planning problems;

7.6 To address the problem of shortage of low income housing, government needs to go into Private Public Partnership (PPP) to develop affordable low income housing for the poor ;and

7.7 The Government should make the acquisition of land for low income housing development easily accessible to the low income population;

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