

4.6.3.2 Capacity to plan

During the initial stages of the practical attachment, the DDCC was found to have no clear purposes, other than those implied in Cabinet Officer Circular No. 1 of 1995.

The DDCC was also found to have no policy documents or strategic plans to provide direction to its members and communities in respect of district development.

A workshop on strategic planning that was conducted in July 2000 and sought to address this problem made the following recommendations:

- i. The results of the workshop should be used alongside data from community needs assessment during strategic plan formulation; and,
- ii. Participatory needs assessment be conducted in August 2000 to enable the DDCC to formulate a medium-term strategic plan and the 2001 District Annual Plan for Mufulira District.

4.6.3.3 Capacity to mobilize resources

It was established during the attachment that there was a serious shortage of resources for project facilitation and logistics. Despite being responsible for co-ordinating development, the DDCC was found to have limited capacity to mobilise resources or to help communities do so.

The DDCC generally lacked the capacity and commitment to raise funds and lobby government for resources. In fact, there was negligible evidence of DDCC institutions' efforts to formulate proposals and budgets to mobilise resources.

4.6.3.4 Development-management skills

It was also found that there was no systematic human resources development in the DDCC framework. The July 2000 training-needs assessment workshop, which will be elaborated on further in later chapters, established that the DDCC had limitations in development and management skills among its members in the following aspects of management and development:

- i. Advocacy skills;
- ii. Basic land use planning skills;
- iii. Communication and facilitation skills;
- iv. Conflict resolution skills;
- v. Counselling skills;
- vi. Financial management skills;
- vii. Gender analysis skills;
- viii. General project management skills;
- ix. Group dynamics skills;
- x. Knowledge of laws pertaining to land administration;
- xi. Legal and arbitration skills;
- xii. Networking skills;
- xiii. Operational and business planning skills;
- xiv. Participatory appraisal skills;
- xv. Project monitoring and evaluation skills;
- xvi. Project proposal formulation skills;
- xvii. Public relations skills; and,
- xviii. Resource mobilisation skills;

4.6.3.5 Service delivery and networking

The practical attachment found some evidence of service delivery by DDCC institutions. However, it was found that the service-delivery efforts by member institutions were

generally poorly co-ordinated. Networking among DDCC member institutions, and with NGOs, CBOs and co-operating partners, was found to be poor.

It was also observed during the attachment exercise that there was inadequate partnership between the DDCC and political leaders and the communities they represent. This implied that community needs were not systematically assessed and addressed.

Limitations in resources for project facilitation and logistics also adversely affected service delivery, which was worsened by poor networking among DDCC members. The poor performance of the DDCC and the institution's negligible impact on beneficiaries could partly be attributed to inadequate resources.

4.6.4 Commitment of the DDCC and communities to planning

The DDCC and the council are committed to decentralised development planning as evidenced by the members' attempts to integrate efforts to improve the impact of interventions on beneficiary communities. Communities have also shown commitment to decentralised planning by participating in management of development activities.

Both the council and other district-level institutions in the DDCC as well as communities have exhibited commitment to decentralised planning. However, for communities and DDCC institutions to make the best use of local government, the council's and the DDCC's image must be improved, and their capacity to mobilise resources and provide services must be enhanced to build the communities' confidence in the DDCC structure.

4.7 Opportunities in the DDCC structure

There are benefits and opportunities in the DDCC structure. The members of the DDCC consist of professional and technical people from various fields, who work with networks of field extension workers. The extension workers in turn work with communities.

The extension workers communicate with communities and share new practices and knowledge with them.

4.7.1 The council's role in development interventions

The council is a permanent local government institution, which can be used as a channel of communication between district-level institutions and communities. In addition, the council provides the opportunity for legal support of district development facilitation efforts.

4.7.2 The DDCC as a vital human resource base

The DDCC, to which the council is a member, is potentially a rich human resource base that can be exploited with improved collaboration among members. The DDCC might not have authority over certain development resources, but have control over some resources, and, influence over the use of other resources. The DDCC should, therefore, strive to:

- i. Use the resources they control to maximize benefit to communities, and
- ii. Influence the use of the resources they do not control to maximise the communities' benefit from them (e.g. through advice and monitoring).

4.8 Personal experiences regarding community issues

This section gives this writer's few personal experiences regarding community issues.

4.8.1 Lack of innovation in public institutions

As indicated earlier in this chapter, members of the DDCC appeared to lack the capacity to innovate. Member institutions appeared to carry out their roles and perform their functions routinely without making any efforts to introduce innovations in their operations to suit current needs of their client-communities. For instance, a DDCC member, the

municipal council, constrained by inadequate resources, was actually performing below what is expected of the institution in service-provision even going by the standards set by the Local Government Act.

4.8.2 Poverty among local people

This writer observed a high level of poverty among the local people, especially in the sample peri-urban settlement of Kawama East. The subsequent community needs assessment, which was conducted in the settlement, established this fact as well as the related situation of high unemployment and scarcity of land both for housing and agriculture. The high level of poverty in the settlement adversely affected the participation of households in Kawama East in the community needs assessment. For instance, the poor attendance, by the community, of assessment meetings and exercises was attributed largely to the fact that some heads of households were too busy seeking food and other provisions for their households to afford to attend the meetings.

Another illustration of how poverty affected residents' participation in the practical attachment exercise was the fact that although most of the time the participatory needs appraisal was conducted near the main marketplace, the traders, instead of attending the participatory sessions, continued selling their merchandise, apparently uninterested in the proceedings. To make matters worse, a few residents passed by such gatherings, some in an obviously drunken state, to pass unconstructive remarks at the participants and the facilitators, which tended to disrupt proceedings considerably.

Poverty appeared to stem largely from a high level of unemployment in the settlement. Since the decline of the mining industry, there have been very few job opportunities in Mufulira as most other economic activities in the district are dependent partly or wholly on the mining industry. Unemployment is especially high in peri-urban settlements where no infrastructure was planned to boost economic activities and foster development. The high level of unemployment contributed to poverty, which appeared to constrain the

capacity and willingness of the residents to participate in activities that did not bring immediate tangible benefits, such as the practical attachment in general and the community needs assessment in particular.

4.8.3 Apathy and inadequate co-operation

Local people generally co-operated with this writer in respect of the practical attachment. Nevertheless, some residents in the target settlement of Kawama East were reluctant to commit themselves fully to the needs assessment exercise. It was generally hard to get people attend the participatory assessment sessions without having to adjourn the proceedings in some cases, or to postpone them in other cases, for the reasons such as the need, on the part of the participants, to look for food.

On a number of occasions, the participation was too low to ascertain sufficient involvement and representation of the people's views on an issue. For instance, despite Kawama East having over 12,000 people and over 2,000 households, there was no single day during the needs assessment when there were over 70 people in attendance.

Generally, the residents of Kawama East were apathetic to the community needs assessment. As is discussed later, some informants attributed this to the general disinterest the community has towards meetings. In fact, as the needs assessment proved later, the local people were more willing to attend meetings associated with elections. Some informants have attributed this to the people's historical expectations that elected leaders should fight for their rights and work to improve their lives. Perhaps this is why failure by the elected leaders to meet such expectations has contributed to fatalism among the local people.

The apathy among the local people was so great that during the needs assessment, it took substantial effort on the part of the facilitators to realise even the little attendance and participation that there was. For instance, the facilitators had to use the periods between meetings (mostly the lunch breaks) to urge people to turn up for forthcoming sessions. In

addition, on the first and last days, the facilitators had to hire the services of two drama groups to perform some sketches and dances in order to publicise the meetings and to attract the attention of the local people.

Young people were the most apathetic category of residents during the community needs assessment exercise. It was planned, for instance, that the exercise would use groups of men, women and youths to discuss certain issues in depth. However, the needs assessment exercise was completed without realising a single group discussion with young people. This was largely because the young people, for unexplained reasons, were either not available, or in very rare cases, available in very insignificant numbers.

4.8.4 Fatalism among local people

There is considerable fatalism among residents of Kawama East. Some residents attribute this to the absence of tangible benefit accruing from participating in public affairs. As will be illustrated later, when a brief account of the September 2000 needs assessment exercise is given, this fatalism has been internalised in the community largely because residents have been experiencing poverty and hardships for a long time, without seeing improvements in their lives. In addition the fatalism appears to have evolved because institutions have not significantly assisted communities to seek and attain improvements in their livelihood.

4.8.5 The communication constraint of language

A significant constraint that this writer anticipated, and encountered during the practical attachment, related to communication with the target community. This writer understands the commonly-used language, Bemba, but is not fluent enough in the language to effectively elaborate on issues or to probe in depth on some aspects of an issue.

This tended to constrain the writer's capacity to explore some vital community issues, because it was not practicable for the writer to seek translation most of the time without disrupting the rapport created or compromising the flow of communication.

4.9 Summary

Chapter 4 has outlined this writer's observations and experiences regarding how the host organisation, the council, interacts with institutions (such as the DDCC) and with communities to foster participatory communication and decentralised planning. The observations and experiences relate largely to:

- i. The functions of the council and the DDCC in relation to district development;
- ii. The influence the DDCC has over district development; and,
- iii. The perceptions of the major district-development stakeholders regarding the operations of the DDCC.

The functions of the DDCC are development-oriented. The DDCC derives its authority from Cabinet Officer Circular No. 1 of 1995, which emphasises co-ordination of development. The functions of the council are similarly developmental.

This writer observed that the council was committed to decentralised development planning largely because it played a leading role in the establishment of the DDCC and, in addition, has created a district planning unit within its establishment. The DDCC and the council have had a positive attitude towards the practical attachment exercise since the institution had interest in decentralised and participatory development planning.

This writer observed that initially the DDCC had negligible influence over district development. Poor networking among members of the DDCC worsened this situation. The poor capacity to plan and to mobilise resources on the part of the DDCC further compromised its potential to help communities communicate and plan for their

development. Nevertheless, the DDCC remained a potential resource-base with substantial expertise and the capacity to legitimise development interventions through the council. The diversity in skills within the DDCC also enabled it to pool views that made decisions more likely to be widely accepted.

An important experience that this writer underwent during the attachment was that the major beneficiary-clients in DDCC operations, the communities, afflicted by a long experience with poverty, and generally unproductive relationships with public institutions tended to be fatalistic and apathetic towards public affairs. This attitude tended to compromise their capacity to communicate and improve their living conditions.

CHAPTER 5

PROBLEMS OF MUFULIRA DISTRICT DEVELOPMENT CO-ORDINATING COMMITTEE AND ATTEMPTS TO SOLVE THEM

5.0 Introduction

This chapter deals with the findings of the practical attachment regarding how the municipal council of Mufulira, in collaboration with the DDCC, facilitates the participation of local communities in the development of the district. The chapter outlines how the DDCC facilitates participatory communication and decision-making within local communities. In addition, the chapter describes the role that community-based institutions play in helping communities communicate about their livelihoods and take appropriate actions to improve their situation.

The chapter also outlines the problems and constraints that the DDCC encounters regarding communication among its members, and with local communities, in its role of facilitating participatory and sustainable district development.

5.1 Development management and community participation

The background to the practical attachment that is the subject of this report has been the observation of the diminishing capacity of public sector institutions, especially the council, to provide services to communities.

As has already been indicated in this report, in order to make municipal and other services available, it is necessary to have meaningful collaboration within and between the public sector (government), and communities. This is in recognition of the fact that development planning involves the creation, allocation and/or use of development resources to achieve development goals, a function which requires collaboration of all stakeholders in the development process.

For resources to be mobilised to facilitate planning for development, all stakeholders in development (the public sector and communities) must be involved throughout the planning process. Involvement and collaboration are important in order to make subsequent development activities acceptable to all stakeholders.

It has been indicated earlier in this report that the public sector is interested in efficient and equitable use of resources. However, the public sector's capacity to manage district development is constrained. This situation is worsened by the fact that communities' capacity to mobilise resources for development tends to be also similarly constrained.

On the one hand, the limitation in capacity to manage development on the part of the public sector requires that the government must depend on other stakeholders to manage development effectively. It also implies that the public sector should concentrate on playing the role of facilitating, rather than implementing, development activities. On the other hand, the limitation in capacity to mobilise resources on the part of communities calls for the need to pool resources from other partners in development, such as external financiers.

At district level, the council in collaboration with the DDCC can play the role of development facilitation. At the community level, CBOs are expected to play the role of development facilitation. The practical attachment documented in this report sought to establish how district- and ward-level institutions, have handled development-facilitation and community participation. For this reason, this chapter outlines the following aspects:

- i. The extent to which the council and the DDCC fostered participatory communication and decision-making within communities;
- ii. The extent to which communities, through CBOs, influenced district-level planning and policy; and,
- iii. Factors constraining participatory communication and community-level development planning.

5.2 The extent of involvement of major stakeholders in district development

This section deals with the extent of involvement of the DDCC in facilitating participatory communication and development in Mufulira, as well the extent of participation of communities in district development. The extent of involvement is analysed in the context of provision of municipal and other social services to local communities, as well as the role of community-based institutions in facilitating participatory communication and district development.

The section also analyses the capacity of the council to facilitate development through, and in collaboration with, other DDCC institutions.

5.2.1. Development-management capacity of the council

The functions of the council, according to the Second Schedule of the Local Government Act No. 22 of 1991, were outlined earlier in the report. To recapitulate, the functions of the council include general administration, advertising, agriculture, community development, public amenities, education, public health, public order, registration, and sanitation and drainage. The council is obliged to perform both its functions and those of the DDCC from its own resources.

The resources of the Municipal Council of Mufulira and its capacity to provide services have been diminishing over time, especially since the 1980s. This situation appears to affect other councils throughout the country. The resource base of the council has been reduced by a number of factors, the major ones of which are outlined below.

First, the council's generally limited resource base can be largely attributed to the fact that the central government has over time been reducing support to councils. This reduction in support to councils has been in line with the government's policy to make councils run as

Programme (PSRP), a programme that has been running since the 1980s. The resource base of the council has also been reduced by government's centralisation of certain resources from local taxes and from licensing, such as motor vehicle licensing and liquor licensing. These sources of revenue have been taken over by the central government, which solely benefits from them.

Thirdly, the government's policy on commercialisation of councils' water and sewerage departments, and the subsequent creation of separate water utilities/companies out of the departments, has deprived councils of a major source of revenue. The Municipal Council of Mufulira has not been an exception, as its water department has since become a branch of Mulonga Water and Sewerage Company.

Finally, the 1996 presidential directive to sell most of the council's housing stock to sitting tenants has deprived the council of another major source of revenue. The council has yet to realise the full revenue in respect of property rates from these and other houses previously owned by ZCCM and sold to sitting tenants, partly because legal title to most of the former-ZCCM houses has yet to be transferred.

The council currently depends on other district institutions to provide services and to facilitate district development. For instance, the council depends on resources from institutions such as the National Roads Board (NRB) and the Agricultural Sector Investment Programme (ASIP) for infrastructure development and agricultural investment.

Examples of funding that the council mobilises, or helps mobilise, for maintenance of roads and other infrastructure, for example, are the Road Sector Investment Programme (ROADSIP) and the Rural Infrastructure Fund (RIF). It is worth noting that even in these arrangements, the council has little authority over the scope of works and the amount of investment that accrues to projects, as it is the financier, such as NRB, who determines

how resources are allocated, and how contracts for such works are facilitated and managed.

The major problem with these sources of funding is that the council has limited control over the investment funds. In addition, the district population has limited access to the resources.

5.2.2. Involvement of the DDCC in participatory planning

As indicated earlier in this chapter, the operations of the DDCC depend largely on the resources of the council. Thus, the council's diminished resource base has also reduced its capacity to provide services as well as to service operations of the DDCC and to facilitate development in general.

The functions of the DDCC, according to Cabinet Office Circular No. 1 of 1995, include providing a forum for dialogue on district development, and facilitating and co-ordinating the implementation of development plans. To perform these functions, substantial resources are required. However, since resources available to the DDCC are inadequate, DDCC member institutions are expected to integrate their efforts and use shared resources to provide services and to facilitate improvement in the lives of local people.

As has already been indicated, public institutions including the council can facilitate service provision in cases where they cannot provide services themselves. For instance, the council can assist communities to access development resources and maximise the benefit from services provided by other DDCC member institutions. However, this potential is often compromised by, among other things, poor collaboration among institutions within the DDCC.

5.2.3 Participation of communities in district development

At the start of the practical attachment, interaction between, on the one hand, local communities and, on the other, district-level institutions, tended to be haphazard. The level of collaboration that tended to exist then did not support self-reliant development, as will be illustrated shortly below.

Members of communities in Mufulira have been communicating among themselves, making efforts to develop coping strategies to manage their livelihoods under difficult socio-economic conditions. Naturally, communities in the district have united themselves in groups to make demands for, and source, services, infrastructure and development resources. Such groups have tended to operate as CBOs and other community-based institutions that interact around specific aspects of livelihood.

Communities in the district have used various kinds of institutions as forums for development communication. A number of these institutions have been facilitated by the DDCC, while some have resulted from community initiative.

Examples of community institutions facilitated by the DDCC include residents development committees (RDCs), area development committees (ADCs) and health neighbourhood committees and some project committees. Institutions that have evolved from community initiative include neighbourhood watch committees (NWCs), some project committees and most CBOs. Community-based institutions have been helping communities communicate within and among themselves, as well as with agents of change, such as DDCC institutions.

At the start of the practical attachment, the major constraint to the development-facilitation potential of CBOs and other community institutions as agents of participatory communication and community development was that they were not systematically linked

to the DDCC structure. For example, members of communities, individually or as groups, tended to interact with individual service institutions to mobilise assistance.

Individual district-level institutions also tended to create their own outreach systems and contact groups through which they implemented their programmes, with little information about how other institutions were implementing similar programmes with probably the same community. This resulted in low involvement of communities in district development. As a result, local communities had little motivation to share, acquire or use knowledge and skills to contribute towards their livelihoods.

Community-based institutions, thus, tended to have sectoral orientation since they were associated with specific public-sector institutions and were biased towards specific aspects of development, such as health, security, and others. This situation constrained multi-sectoral collaboration of institutions, and participation of communities, in district development.

The situation of insufficient community participation in development will be treated further in a case history of public sector-community interaction in the peri-urban settlement of Kawama East.

5.3 The nature and quality of community participation in development

This section discusses the nature of involvement and quality of the participation of local communities in district development.

The council and other district-level institutions have been making efforts to mobilise resources for district development. Generally, however, communities' demand for services and development resources has tended to outstrip the capacity of the DDCC to help communities achieve their development aspirations. The council, as already indicated in Chapter 4, attempts to take local people's opinions into account through the formal

channels of local government. Another channel of communication consists of development committees managed by councillors and MPs.

5.3.1 Communicating for development under local government

This sub-section outlines how the council, at the start of the practical attachment, has been involving local people in district development, as well as its attempts to facilitate participatory communication and community development.

Involvement of local people through development committees managed by councillors and MPs was generally not comprehensive since such channels tended to be exclusive and politically partisan. For instance, constituency development fund committees (CDFCs), which manage the Constituency Development Fund (CDF), tend to be partisan committees of the ruling political party.

The allocation and use of resources from the CDF, therefore, tends to be determined by political patronage. For instance, although the CDF is meant to benefit local people in the parliamentary constituencies and municipal wards, the resources from this fund are not accessible to the majority and those most in need, because the administration of this fund is associated with partisan politics. The administration of the Youth Projects Fund (YPF) is subjected to the same dynamics.

The local government structure accommodates participatory communication in development planning to some extent. At district level, the council exhibits a developmental orientation. However, at community level, councillors operate within political structures that tend to be politically-partisan. These structures include what are called branches and sections of ward committees. Even at constituency level, the so-called constituency development committee is essentially a committee of the political party in government, and therefore, tends to be an exclusive institution.

Generally, the majority of beneficiaries of civic institutions at ward and constituency levels are members of the political party in government. The majority of local people, thus, tend to be excluded from the benefits of local government. Thus, civic institutions have tended not to effectively facilitate participatory communication in district development.

The council structure at district level as well as associated structures at ward or sub-district level, initially, had little capacity to foster participatory communication and development. First, the structures owing to their exclusiveness did not provide an appropriate environment in which members of communities could unite and develop confidence to demand their rights in respect of services, infrastructure and development resources. Secondly, the structures did not effectively help members of communities exchange knowledge among themselves and with external agents of change.

Nevertheless the council does not operate as a unilateral development-planning authority at district level. Although the council is the supreme planning authority in the district, it relies on other district and community institutions to help communities communicate about their living conditions and take appropriate actions to improve the conditions. This multi-sectoral form of development facilitation is treated shortly.

5.3.2 Communicating for development under multi-sectoral facilitation

This subsection deals with the nature and extent of interventions of the DDCC in facilitating participatory communication and community development.

It has been mentioned earlier in this report that the DDCC consists of district-level institutions charged with the responsibility of facilitating and co-ordinating district development. The DDCC is expected to facilitate, through CBOs and other community-based institutions, community development plans, and to provide technical advice to facilitate community initiatives.

It has also been indicated that the council is the major facilitator of DDCC operations. At district level, therefore, the council is expected to collaborate with other DDCC member institutions to create, mobilise and allocate resources for development.

The DDCC has a rich resource base in its technical and professional expertise. In addition, member institutions have networks of extension workers and field officers who work and share knowledge with communities regarding innovations and new practices in various aspects of development.

At the beginning of the practical attachment, there was no clear communication structure between the district facilitators and communities, except through sectoral channels. That is, communities communicated with district facilitators through the channels of individual government ministries and departments and specific programmes.

As has already been mentioned in this report, there have been a number of interventions and policy developments in the public sector, particularly in the late 1990s. These policy changes have expressed themselves in various sector programmes, such as the Agricultural Sector Investment Programme (ASIP) in the Ministry of Agriculture, Food and Fisheries; and the Environmental Support Programme (ESP) in the Ministry of Environment and Natural Resources.

The sectoral programmes, outlined earlier, and their associated sub-programmes have been implemented at district level with little regard to integration to maximise benefit from combined efforts, and to minimise duplication and wastage of resources.

Institutions charged with implementing these programmes have tended to focus their attention on sectoral performance.

In these circumstances, the DDCC has tended to be overwhelmed by the developments and fail to co-ordinate the efforts of member institutions and communities. Although members of the DDCC participated in these programmes, their efforts were not integrated

into an overall strategy and vision. In other words the members certainly took up roles in these new institutions and committees, and performed specific tasks, but these roles could not be related directly to development goals in their own institutions or within the DDCC, or in respect of development aspirations of local communities.

What made the situation even worse was that the district facilitators themselves did not work in collaboration with each other most of the time. For instance, the Ministry of Education ran its own programmes using various forms of organisations around the Parents-Teachers Associations (PTAs); the Ministry of Health used neighbourhood health committees to organise communities; and various programmes used various committees to implement their activities and to get communities participate in these activities.

An illustration of poor collaboration among DDCC institutions is given shortly below.

In one peri-urban settlement, along Ndola Road, called *14 Miles*, a number of institutions have undertaken interventions, as is illustrated shortly.

At *14 Miles*, MPUDF has been assisting a community co-operative group to undertake a number of income-generating activities through an assistance scheme. In the same settlement, ASIP's Rural Investment Fund (RIF) is assisting the community with infrastructure projects. In addition, ESP's community environmental management programme (CEMP) is also assisting the community embark on an environmental management programme that encompasses infrastructure projects similar to those in the RIF intervention. The situation would have been very productive had there been adequate collaboration among the facilitators. But by the time of the launch of the environment project in September 2000, the community had made negligible contribution towards the project, largely because members of the community were involved in more activities than they were capable of handling at the same time.

The haphazard nature of external interventions meant that there was a large likelihood of duplication of efforts and wastage of resources. Figure 7 shows a typical situation in respect of interventions of district-level institutions in communities. The situation was not any better for beneficiary communities, who appeared motivated to participate in the new scheme of things in the hope to improve their living conditions. Even for such motivation, the environment was not conducive for community participation because district facilitators still dominated the management of the programmes, and it appeared as though communities were involved largely to legitimise the programmes.

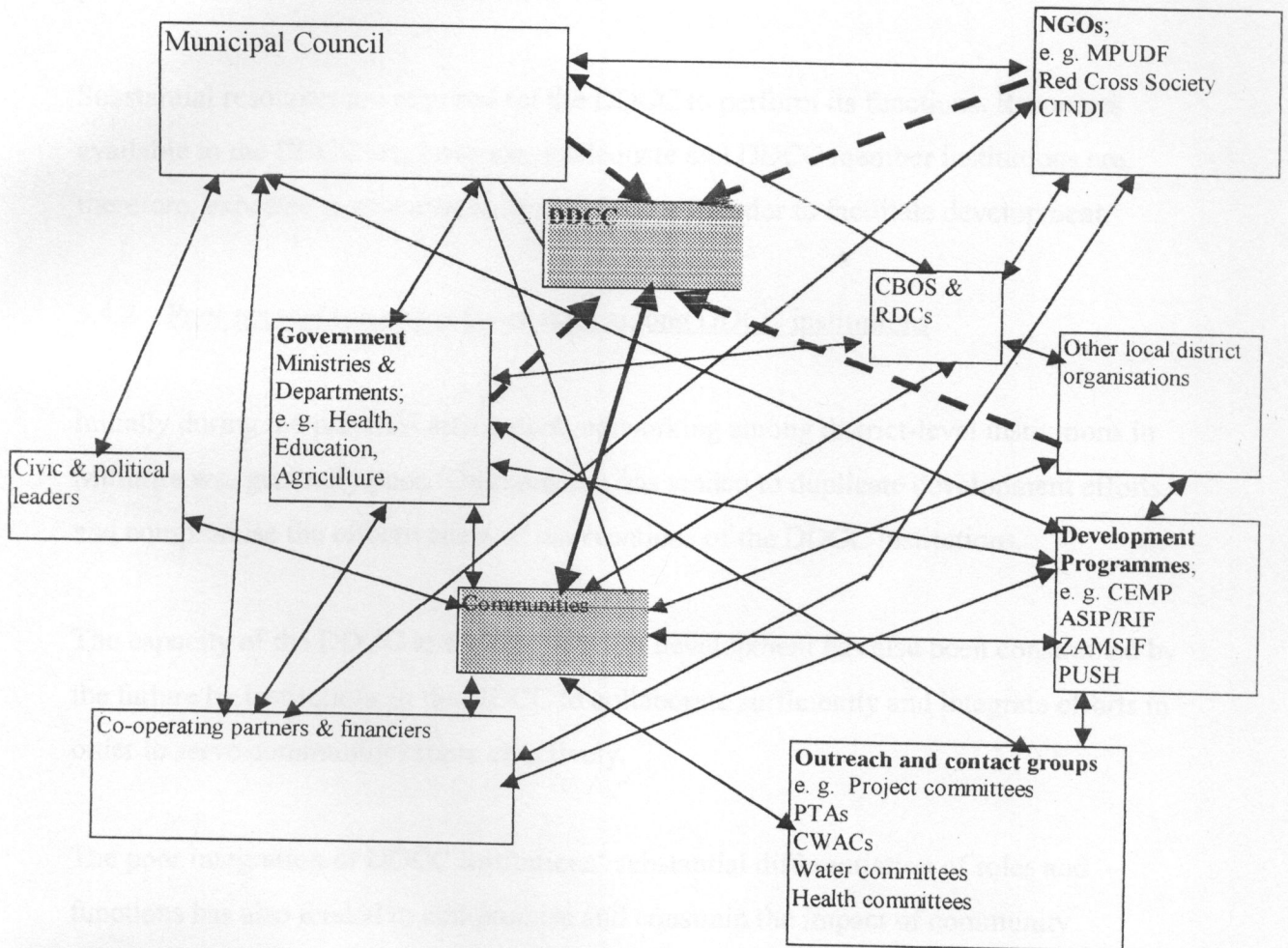
The sectoral and haphazard manner with which public institutions involve communities in district development, discussed earlier, meant that communities had to adapt to various structures and learn new roles to benefit from external interventions. Local communities, thus, did not benefit from a strategically located source where they could access and use information to improve their living conditions.

The interaction between communities and the DDCC has not been collaborative. As indicated earlier in this chapter, DDCC institutions have tended to communicate with communities sectorally. Local communities themselves do not have a common channel for communicating with the DDCC. This situation compromises both the impact of public-sector institutions on the lives of communities, and the extent of contributions that communities are able to make towards their own development. The launch of the community environmental management project at *14 Miles*, treated earlier in this section, illustrates this point.

5.4 Problems in the DDCC's development facilitation

This section outlines the major problems and weaknesses of the DDCC regarding its role in facilitating participatory communication and development in Mufulira District.

Figure 7:
 Situation of external interventions in communities



LEGEND

- Institution
- Interaction and communication channel
- Channel indicating membership to DDCC

5.4.1 Poor resource base

As indicated earlier in this chapter, the operations of the DDCC depend on council resources. Thus, the council's diminished resource base has also reduced its capacity to provide services, and to service the DDCC.

Substantial resources are required for the DDCC to perform its functions. Resources available to the DDCC are, however, inadequate and DDCC member institutions are, therefore, expected to co-ordinate their activities in order to facilitate development.

5.4.2 Poor networking and collaboration among DDCC institutions

Initially during the practical attachment, networking among district-level institutions in Mufulira was generally poor. This situation has tended to duplicate development efforts, and compromise the effectiveness of interventions of the DDCC institutions.

The capacity of the DDCC to facilitate district development has also been constrained by the failure by institutions in the DDCC to collaborate sufficiently and integrate efforts in order to serve communities more effectively.

The poor integration of DDCC institutions' substantial differentiation of roles and functions has also tended to compromise and constrain the impact of community contributions to district development. The policy changes introduced through the various sector programmes such as ESP and ASIP, treated earlier, illustrate this point. As has already been shown, these sector programmes and their associated sub-programmes have been implemented at district level with little regard to integration of efforts.

The importance of co-ordination of efforts to achieve efficient use of resources cannot be overemphasised. As has already been mentioned, the council does not have adequate resources to provide services to the district population, and needs to collaborate with other local institutions, especially DDCC member institutions, to facilitate development. This requires that activities of the DDCC and local institutions must be co-ordinated to maximise the impact of such interventions on local people's livelihoods.

Co-ordination is also required of the council and the DDCC in respect of activities of CBOs and other community institutions. It is however, important to note that institutions within the DDCC structure have various responsibilities to various stakeholders. In other words, there is substantial specialisation and differentiation of functions among DDCC member institutions. It is important, therefore, that this differentiation should be integrated into one common strategy that should focus on the participation of local people in their own development.

5.4.3 Limited information-processing capacity

The key to effective co-ordination is information. Irrespective of the size or complexity of an organisation, establishing appropriate procedures for conveying and communicating information is central to the co-ordination of the activities of its different components.

The DDCC's link to community institutions has been characterised by inadequate collaboration. For this reason, the DDCC initially did not effectively serve as a forum for, and agent of, co-ordination of development activities and efforts. In addition, DDCC member institutions did not have a forum, network or system for managing and sharing information for district development. As a result of this poor co-ordination, individual institutions implemented programmes in similar communities with little or no knowledge about what other agents of development were doing in the same communities. This could be attributed largely to the fact that institutions in the DDCC framework have, for a long

time, been limited in their capacity to obtain and process information for informed decision-making and action.

5.4.4 Low capacity to facilitate self-reliance

Another weakness of the DDCC as an agent of development facilitation has been its low capacity to foster participatory communication and self-reliant development in communities. This low development-facilitation capacity could be attributed largely to the fact that initially, the DDCC was not linked to a similar community-level institution.

As will be shown later in this report, it was not uncommon to find members of communities in Mufulira who had very little or no knowledge of the roles, or even existence, of the DDCC institution. The DDCC, therefore, was initially not effectively helping communities, through CBOs and other community institutions, unite to demand their rights to development resources, or to take action to improve their lives.

5.4.5 Poor development-planning capacity

The impact of the DDCC on the lives of local communities was, initially, negligible. The DDCC structure appeared not to be effective in helping communities participate in district development. The DDCC's poor development-management capacity at the time could be attributed to the fact that the DDCC was not in a good position to foster development largely because it had not even formulated a strategic development plan to guide its development-facilitation efforts.

The absence of a strategic development plan implied that there was for some time no instrument of common agreement in the vision of district development between public institutions, in the DDCC, and local communities. The lack of a common vision for development also implied that local communities had little or no knowledge about certain public policies, including those that regulate and facilitate development. Ultimately,

because communities tended to have limited information on development policies and resources, the communities could not put existing policies to practice, or indeed mobilise and use certain available resources for their benefit.

At the start of the practical attachment, development activities that were implemented especially by external agents of development could not be verified as having evolved from the development priorities of local communities as there was no evidence that the people were involved in planning for such activities, since there was no common strategic plan. In addition, even if local people were involved in some way in the conception of such activities, it would be difficult to assess the quality of their involvement because there was no plan, accepted by all key stakeholders, against which to assess participation. Similarly, the DDCC could, in such a situation, not be considered as having been meaningfully accountable to local people, or transparent in its dealings with the people.

5.5 Attempts by the DDCC to facilitate participatory communication

This section gives an outline of how the council in collaboration with the DDCC, initially attempted to solve communication and facilitation problems in order to promote participatory district development.

The council and other district-level institutions have been making efforts to mobilise resources for district development. Generally, however, communities' demand for services and development resources has tended to outstrip the capacity of the DDCC to help communities achieve their development aspirations.

The council, as already indicated in Chapter 4, attempts to take local people's opinions into account through the formal channels of local government. Another channel of communication consists of development committees managed by councillors and MPs.

5.5.1 Facilitating communication and development under resource constraints

It has already been indicated that the council and the DDCC have inadequate development resources, and that this has tended to limit the capacity of district-level institutions to share knowledge with local communities in order to promote sustainable participatory development. It has also been indicated that, nevertheless, the DDCC has a rich human resource base as well as networks of extension workers. DDCC institutions have attempted to mitigate the resource and communication constraints by sharing information and knowledge with communities indirectly through the field/extension workers.

Examples of institutions which have exploited the human-resource base at community level are the Ministry of Agriculture, Food and Fisheries (MAFF), the Ministry of Health (MoH), the Ministry of Education (MoE), and the Ministry of Community Development and Social Services (MCDSS). These ministries or their departments have been sharing institutional policies and innovations, through their field staff, with local communities. The use of this decentralised human-resource base for communication in a way mitigates the constraint in logistical and other material resources, as the field officers live within and work among communities.

The municipal council has also attempted to maximise the use of its human resource by, for instance, designating the workers in its Settlement Improvement Section to peri-urban settlements, a service that would have been very difficult to provide using logistical provisions under the council's current budgetary constraints.

5.5.2 Attempts by DDCC institutions to collaborate and co-ordinate activities

As has been shown before, DDCC institutions have tended to work in isolation of each other. Nevertheless, institutions in certain sectors have been attempting to work with other institutions to realise their goals and to improve the impact of their programmes. Such institutions have sought intersectoral co-operation with other institutions the participation

of which made realisation of outputs easier. For instance, the Ministry of Health has involved the Department of Water Affairs in water and sanitation interventions. The motivation behind this has been the fact that the Department of Water Affairs has more expertise and competence in this type of project. Another example of intersectoral co-operation is that between the council and the Roads Department, especially in the implementation of ROADSIP. Both the council and the Roads Department have interest and expertise in road-infrastructure development, and their combined expertise maximises the capacity of the district to manage and maintain roads.

There are several other examples of intersectoral co-operation among DDCC institutions and with local communities or community institutions. Most of these forms of collaboration revolve around specific sectors, with participating institutions having some interest in a given aspect of development. For example, implementation of ZAMSIF-funded projects tends to draw as many sectors as are required to implement the projects. A school-infrastructure construction project, for instance, would call for the participation of the council as the local authority, the Building/Works Department, the Department of Water Affairs, and the Ministry of Health, among other institutions, depending on the scope and nature of works.

Other forms of intersectoral co-operation among DDCC member institutions have been motivated by legislative or statutory requirement. For example, institutions such as the District Agriculture Committee (DAC), the District Environmental Committee (DEC), the District Welfare Assistance Committee (DWAC) and others, call for automatic membership of certain DDCC institutions.

Although the form of collaboration just outlined involves only selected DDCC institutions at any one time, it nevertheless assists the DDCC to communicate with, and facilitate participatory communication and development.

Thus, through local initiative, or through policy or statutory requirements, DDCC institutions attempt to communicate with, and facilitate communication in, local communities, in order to promote sustainable development.

5.5.3 Attempts by the DDCC to share information and knowledge

It has been shown earlier in this chapter that the capacity of DDCC members to acquire, process and share information and knowledge tends to be limited. This has been attributed to the failure by DDCC institutions to effectively collaborate and co-ordinate interventions as well as inadequate sharing of information among the institutions and with communities.

DDCC member institutions have attempted to share knowledge through information in forums and institutions created for intersectoral co-operation and interventions. Structures such as the DAC, the DEC, the DDCC and health neighbourhood committees have been serving as forums through which DDCC institutions in the same sector and with similar interests share information among themselves and with communities. Although such structures do not usually involve all DDCC institutions at any one time, they provide a useful medium for acquisition and exchange of ideas.

5.5.4 Facilitating participatory decision-making and self-reliance

The DDCC structure has made efforts to improve its capacity to manage district development by facilitating the participation of communities and their CBOs in planning for, and implementing, development activities as well as influencing district policy.

The local government structure accommodates participatory communication in development planning to some extent. For instance, the council has through its Settlement Improvement Section been helping peri-urban communities communicate about their living conditions in order to seek solutions to improve the conditions. The

development-facilitation efforts have in some cases borne fruit. One project that has evolved from such intervention is the water supply project in Murundu, which at the time of writing this report was nearing completion.

Local government by its nature also facilitates democracy. Despite the limitation of exclusiveness, the council, for example, takes local people's views through its decision-making process. For instance, the council is legally required to avail the public with information on certain issues in order to afford local people ample opportunity to shape decisions on such issues. Formulation of by-laws, change or modification of land use, property rating, and many other activities are some of the functions of the council that are subjected to public scrutiny.

Local government administration also provides for participatory decision-making. For instance, constituency development fund committees (CDFCs) and youth projects fund committees (YPFCs), mentioned earlier in this chapter, were established to help members of communities gain equitable access to public development resources for infrastructure development, poverty alleviation and income-generation. The council, with technical advice from the DDCC, is expected to manage this fund on behalf of local people represented by the CDFC. The DDCC has been trying, albeit largely unsuccessfully, to advise on the use of these resources.

DDCC institutions have used some forms of community organisation to help local communities translate sectoral and institutional policies into practice. Such institutions have encouraged communities to form groups with a guided composition in order to implement sectoral programmes. One example of such groups is the Parents-Teachers Association (PTA), alluded to earlier in the report. The PTA, for instance, is institutionalised by policy in the Ministry of Education regarding government-community collaboration in the management of educational facilities.

Associated with interventions such as those just outlined is the formation of viable community groups and institutions that evolve from participatory communication that

follows such solution-seeking efforts. Residents development committees (RDCs), area development committees (ADCs) and more task-oriented project committees, are examples of community institutions that result from self-mobilisation, or facilitated mobilisation of sections of local communities. Such institutions have served not only as a link between agents of development and communities, but also as media used by communities for self-expression. In this way, DDCC institutions have been facilitating participatory communication and development.

5.5.5 Improving development-planning capacity

It has already been alluded to that the DDCC has been attempting to facilitate, through community-based institutions, community development plans and by-laws, and to provide technical advice. Despite limitations in its development-management capacity, the DDCC has been trying to use its expertise to share knowledge with communities regarding development. As has already been mentioned, DDCC member institutions have been undergoing reform, and implementing various programmes. These reforms and programmes have given a number of DDCC institutions opportunities to acquire and internalise new knowledge and information systems, which emphasise intersectoral co-operation and community participation. As a result, although member institutions were not collaborating comprehensively, the increased level of co-operation among the institutions as well as improved involvement of communities in development provided fertile ground for participatory communication and sustainable development. In addition, the collaborative environment was gradually enhancing the development-management capacity of a number of DDCC institutions. The new developments in the public sector were also gradually yielding better impact on beneficiary communities.

Examples of public sector programmes that have helped participating institutions gain more knowledge and experience in involving communities in district development include the Agricultural Sector Investment Programme (ASIP) and the Environmental Support Programme (ESP).

Some sector programmes have also introduced within the implementing institutions, new working practices, procedures, approaches and systems that enable the institutions to work more effectively and interact with communities more meaningfully. One institution that has benefited from such reform is the Ministry of Health. The Ministry of Health has developed and internalised both a financial information management system, called the Health Information Management System (HIMS) and a planning approach, called the Health Input Process Output and Outcome (HIPOPOC).

5.6 Summary

This chapter has shown that the DDCC has been constrained by a number of factors in its efforts to facilitate participatory decision-making and development. These factors include a poor resource-base; inadequate collaboration among DDCC member institutions; limited information-processing capacity; and, poor development-management capacity. Despite these constraints, DDCC institutions have made efforts to foster participatory communication largely through their field workers, helping communities improve their lives.

Some DDCC institutions made efforts to collaborate with other member institutions in order to attain institutional policies and to improve the effectiveness of their programmes. Other DDCC institutions co-operated with each other in sectoral programmes and in various forums, sharing information and knowledge with each other. Yet other institutions attempted to promote self-reliance and participatory communication by involving communities in the implementation of development projects.

Apart from the efforts to collaborate development interventions, other DDCC institutions strove to improve their service-provision and development-facilitation capacities by adopting new information-management systems.

CHAPTER 6

ATTACHEE'S CONTRIBUTION TO PROBLEM-SOLVING AT MUFULIRA DDCC

6.0 Introduction

This chapter outlines the input of the writer in helping the DDCC solve its communication and development-facilitation problems. The chapter also deals with how the DDCC used the suggestions in its quest to foster participatory decision-making and sustainable development within local communities.

The communication problems of the DDCC in respect of its development management role, as well as the efforts the institution initially made to mitigate the problems are revisited in the next section to give a background to the subject of discussion of this chapter.

6.1 Review of the DDCC's communication efforts

This section reviews the communication problems of the DDCC and internal efforts to redress them as well as the inadequacy of the mitigation efforts.

6.1.1 Communication problems and mitigation measures

In Chapter 5, problems and constraints relating to the facilitation role of the DDCC were discussed. The communication problems were outlined as follows:

- i. Poor resource-base;
- ii. Poor networking and collaboration among DDCC member institutions;
- iii. Limited information-processing capacity;
- iv. Low capacity to facilitate self-reliance among communities; and,
- v. Poor development-planning capacity.

It was also shown in the same chapter that despite the communication problems just listed, DDCC institutions, singularly or in intersectoral efforts, tried to mitigate the effects of these problems in order to foster participatory communication for development in local communities. The brief account below recapitulates these efforts.

It was illustrated in the previous chapter that DDCC institutions used their field staff based at community level to help communities communicate and take action to improve their lives. These institutions include the Ministry of Agriculture Food and Fisheries (MAFF), the Ministry of Health (MoH), the Ministry of Education (MoE), and the Ministry of Community Development and Social Services (MCDSS).

It was also indicated in the same chapter that some DDCC institutions made efforts to collaborate with other member institutions in order to realise institutional goals and to improve the effectiveness of their programmes. In addition, attempts by DDCC institutions to collaborate with each other were illustrated by member institutions' co-operation in investment programmes such as the Zambia Social Investment Fund (ZAMSIF).

DDCC member institutions' involvement in forums such as the DAC, the DEC and the DDCC itself, which allowed them to share information and knowledge, also allowed the members to communicate and facilitate participatory development in communities.

The previous chapter also illustrated DDCC members' efforts to facilitate self-reliance by, for instance, helping communities get organised to implement development projects. Finally, it was also shown that some DDCC institutions made efforts to improve their development-facilitation capacities by adopting new approaches and practices regarding management of information, and community participation. The Ministry of Health was cited as an example.

The efforts of the DDCC to mitigate its communication problems in order to facilitate participatory communication and development were, nevertheless, shown to be inadequate for a number of reasons, which are outlined in the next subsection.

6.1.2 Inadequacy of mitigation efforts

It has been indicated already that the efforts of DDCC institutions to communicate and facilitate communication in order to foster district development have not been adequate. For instance, in the previous chapter, it was shown that the quality of participation resulting from the DDCC's facilitation was compromised largely by the DDCC's limited capacity both to mobilise development resources as well as to help communities mobilise and take self-reliant decisions to improve their livelihoods.

It was also established that another constraint to the DDCC's facilitation was its incapacity to effectively manage development resources disbursed through the local government (council) structure. For example, the council and the DDCC had no real authority over the Constituency Development Fund (CDF) despite the fact that these resources were disbursed through the council. The guidelines that govern the fund give authority over the funds to constituency development fund committees (CDFCs), which, as already indicated, have tended to be exclusive institutions of members of the political party in government.

The effectiveness of the DDCC in facilitating participatory communication and self-reliance has also been shown, earlier in this report, to be constrained by its inability to comprehensively co-ordinate development activities and to collaborate institutional interventions. In addition, DDCC members' sectoral interaction with communities was shown not just to compromise the advantages of integration and information-sharing, but also to constrain community participation. The haphazard involvement of communities was in fact shown to make it difficult for viable community institutions to get established to help communities communicate and tackle issues of livelihood.

It was against the background just outlined that this writer made suggestions to the DDCC to help the institution mitigate its communication and development-facilitation problems in order to, ultimately, serve communities more effectively.

The next section gives an account of the main proposals that were made by this writer towards mitigating the communication problems of the DDCC in order to improve the development-facilitation capacity of the institution.

6.2 Suggestions for improved development-facilitation

This section deals with the suggestions that this writer made in an effort to help the DDCC improve its operations and development-facilitation capacity.

6.2.1 Promoting participatory decision-making

It was indicated in the previous chapter that the capacity of the DDCC to facilitate self-reliance has been compromised by the fact that the DDCC was not linked to community-level institutions. Because communities were not initially linked to the district planning process, local people were not sufficiently informed about the role of the DDCC in district development.

This problem of lack of linkage between communities and the DDCC was realised early during the practical attachment. In order to address the problem, this writer, at a district planning orientation workshop, suggested that it was important to choose an appropriate approach to community participation in district development. An account of the planning orientation workshop is given shortly.

On 24 June 2000, members of the DDCC participated in a workshop, the District Planning Orientation Workshop. The workshop had two main objectives:

- i. To orient members to basic principles of development planning; and,

- ii. To help them agree on an approach to community participation in district development.

The workshop used plenary sessions and seminars to discuss issues and make decisions.

The discussions centred on the following subjects:

- i. Planning and development;
- ii. DDCC functions; and,
- iii. Forms and types of participation.

The functions of the DDCC, according to Cabinet Office Circular No. 1 of 1995, were reviewed during the planning orientation workshop. The workshop participants proposed five sub-committees as illustrated in Table 7 below.

Participants at the planning orientation workshop made a number of important resolutions. The resolutions included:

- i. Strengthening networking among DDCC member institutions;
- ii. Adopting a participatory research approach to community participation;
- iii. Lobbying the central government for resources for the operations of the DDCC;
- iv. Formulating a workable district development plan for Mufulira;
- v. Holding a strategic planning workshop to chart a course for district development; and,
- vi. Holding follow-up planning workshops, DDCC meetings, skills training workshops, study tours and courses, as needs arose.

As will be outlined shortly in this section, considerable follow-up has been made towards implementation of these resolutions.

Table 7:

Proposed sub-committees of the DDCC

<i>DDCC Sub-Committee</i>	<i>Functions</i>
1. Needs Assessment	Identify needs pertaining to district development through participatory appraisal.
	Conduct community sensitisation on development issues.
	Facilitate formation and operation of community-based organisations.
	Prepare reports to the DDCC.
2. Monitoring and Evaluation	Monitor ongoing projects, including Constituency Development Funds (CDF) and Youth Projects Funds (YPF).
	Launch new projects.
	Offer specialised advice to projects and project managers.
	Evaluate projects.
	Develop indicators.
3. Finance	Source funding for projects.
	Conduct audit of projects.
	Produce project financial reports.
	Offer financial advice to projects.
4. Land and Economic Development	Formulate proposals for land development.
	Promote forestry, agricultural, commercial and industrial development.
5. Security and Conflict Resolution	Promote establishment and operation of neighbourhood watch committees.
	Resolve conflicts affecting district development.

Source: Mufulira Municipal Council; DDCC Planning Orientation Workshop; June 2000.

6.2.2 Maximising the use of the DDCC's limited resources

As indicated already, it was observed that the DDCC had limited material resources, but abundant expertise. An obvious opportunity in this situation is that one of the functions of the DDCC allows the institution to use this expertise to provide technical advice to communities. Realising this opportunity, this writer advised the DDCC, at a training needs assessment workshop, to exploit the potential that the institution has in its human-resource base. A brief account of the workshop is given shortly.

The DDCC Training Needs Assessment Workshop was convened on 17 July 2000.

The objectives of the training needs assessment workshop were as follows:

1. To review the role of DDCC institutions in community development;
2. To assess the capacity of DDCC institutions to facilitate community development and provide extension services; and,
3. To identify training needs and subjects with a view to enhancing the capacity of DDCC institutions to facilitate district development and manage internal institutional affairs.

During the training needs assessment workshop, participants discussed and decided on membership to DDCC sub-committees, as illustrated in Table 8. The participants also suggested skills that members needed to perform the tasks of the sub-committees. These skills, mentioned earlier in Chapter 4, include advocacy; land use planning; communication; conflict resolution; counselling; financial management; gender analysis; project management; group dynamics; knowledge of laws pertaining to land administration; arbitration; operational and business planning; participatory appraisal methods; project appraisal, monitoring and evaluation; and, project-proposal formulation.

During the workshop, just mentioned, this writer observed that the DDCC might not have authority over certain development resources, but has control over some resources and influence over the use of other resources.

Table 8:

Membership to sub-committees of the DDCC

<u>Needs Assessment Sub-Committee</u>
District Social Welfare Officer
District Director of Health
District Education Officer/Inspector of Schools
District Information Officer
Senior Agricultural Officer
District Veterinary Officer
Director of Housing and Social Services, Municipal Council
District Community Development Officer
Representative, Christian Council
District Environmental Facilitator
Co-ordinator, Mufulira Peri-urban Development Framework Association (MPUDF)
District Planning Officer, Municipal Council
<u>Land and Economic Development Sub-Committee</u>
Land Husbandry Officer, Ministry of Agriculture, Food and Fisheries (MAFF)
District Marketing and Co-operatives Officer
District Veterinary Officer
District Forestry Officer
Lands Officer, Mines
District Environmental Facilitator
District Planning Officer
<u>Security and Conflict Resolution Sub-Committee</u>
Criminal Investigations Officer (CIO), Police Service
District Intelligence Officer
Victim Support Unit, Police Service
Director of Administration, Municipal Council
District Social Officer
District Information Officer
Local Courts Officer
Land Husbandry Officer, MAFF
Military Intelligence Officer
District Planning Officer
<u>Monitoring and Evaluation Sub-Committee</u>
Director of Engineering Services, Municipal Council
President, Red Cross Society
Co-ordinator, Mufulira Peri-urban Development Framework Association (MPUDF)
District Marketing and Co-operatives Officer
District Technical Officer, MAFF
Works Supervisor, Building Department
Manager Planning and Development, District Health Management Board
District Information Officer
District Planning Officer
<u>Finance Sub-Committee</u>
Director of Finance, Municipal Council
Works Supervisor, Buildings Department
District Marketing and Co-operatives Officer
Co-ordinator, MPUDF
District Planning Officer

Source: Mufulira Municipal Council; Training Needs Assessment Workshop, July 2000.

Arising from this, DDCC members were advised to focus their attention on the following issues:

- i. Using the few resources they control to maximize benefit to communities; and,
- ii. Influencing the use of the resources they do not control to maximize communities' benefit from them (e.g. through advice to community institutions and project committees, and through consistent monitoring and evaluation of development activities).

At the end of the workshop, the DDCC resolved:

- i. To conduct a community needs assessment exercise during the month of August 2000;
- ii. To facilitate members' acquisition and sharing of participatory assessment skills;
- iii. To facilitate meeting of DDCC sub-committees to prioritise their capacity-building needs by mid-August 2000; and,
- iv. To formulate a medium-term strategic plan by September 2000.

As a result of follow-up to the resolutions of the workshop just outlined, the DDCC has been meeting to make decisions on district development. In addition, the DDCC has been striving to use its resources, especially its expertise, in collaborative interventions. The community needs assessment in Kawama East, treated later, also gives an example of co-operation of DDCC institutions, where the DDCC made use of the expertise of facilitators from various district-level institutions.

6.2.3 Improving collaboration among DDCC institutions

From the beginning of the practical attachment through to the end, this writer has used various forums to make members of the DDCC realise the importance of collaboration and networking. In such forums, it was emphasised that institutional efforts must be

integrated if the efforts were to yield enough impact on beneficiary communities, given the DDCC's limited resources.

The DDCC and its sub-committees have, in response, made efforts to co-ordinate development activities largely through meetings and sharing of information. In addition, some DDCC institutions have made efforts to involve other member institutions in sectoral committees more regularly. It has also become common now for member institutions to avail each other with institutional activity reports.

Networking among DDCC member institutions had also become more evident towards the end of the practical attachment exercise. This could be attributed largely to the fact that the DDCC resolved at one of its meetings to establish a district development information network, and maintain a district development information system.

The district information network has planned to develop procedures and modalities of operation, and to work out specific functions once it starts meeting. The network will be meeting quarterly starting from January 2001.

The district information system is still being developed. Data on district development is being compiled and updated. It is planned that the computer hardware that has already been procured from ESP for, among other purposes, air quality monitoring, will also be used for the district development information system. The appropriate software and survey equipment for the purposes indicated are in the process of being acquired.

It is expected that the district information network/system will improve co-ordination and collaboration among DDCC institutions, as well as help the DDCC establish procedures for communicating among its members and with local communities. It is also expected that the network will help members share knowledge and technologies with communities.

This writer suggested a planning framework for decentralised and participatory planning and community participation that would also accommodate activities of the district information network/system. The DDCC has adopted this planning framework. The planning framework is illustrated in Figure 8.

6.2.4 Improving the development-planning capacity of the DDCC

It was indicated in Chapter 5 that the absence of a strategic district development plan meant that there was no policy document, at district level, against which the progress and impact of development interventions could be assessed. This also implied that communities had insufficient knowledge about policies on district development, and could, therefore, not effectively operate within public-sector guidelines or, indeed mobilise external resources.

In order to improve the capacity of the DDCC to guide communities and help them manage their own development, this writer proposed a strategic planning workshop. At the district strategic planning workshop, DDCC member institutions made important resolutions regarding district planning and development. A brief account of the workshop is given shortly.

Members of the DDCC participated in the District Strategic Planning Workshop from 19 to 21 July 2000. The workshop was aimed at improving the capacity of the DDCC to:

- i. Define realistic and sustainable objectives;
- ii. Co-operate and co-ordinate as members of project teams;
- iii. Define roles and responsibilities in project implementation situations; and,
- iv. Provide guidelines and indicators for monitoring and evaluation of projects.

In order to realise the objectives of the strategic planning workshop, various exercises were used. The purpose of the exercises was to help participants appreciate the process and elements of problem solving and planning in groups and teams.

The participants shared information about group dynamics and analysed the type and nature of interests in the development of Mufulira. Techniques for structuring interaction in group and team contexts were also presented and discussed. Later, an application of a generic planning framework was presented as an alternative framework for group problem analysis and participatory planning.

Finally, the participants analysed interests in district development. Table 9 gives a summary of this analysis. Members of the DDCC also analysed problems that constrain development in the district. The problem analysis is given as Appendix 3.

At the end of the workshop, the participants made the following resolutions:

- i. To use the results of the workshop alongside data from community needs assessment during strategic plan formulation; and,
- ii. To conduct participatory needs assessment in a selected peri-urban settlement in August 2000 to enable the DDCC to formulate a medium-term strategic plan and the 2001 District Annual Plan for Mufulira District.

As a follow-up to the workshop, DDCC members have contributed to the formulation of a five-year district development plan, the Draft Mufulira Strategic Plan, 2001 – 2005. In addition, a DDCC plan for the year 2001 has since been developed out of the strategic plan, and a project proposal has since been submitted, for funding, to one partner in district development, OXFAM GB Copperbelt Livelihoods Improvement Programme (CLIP).

The district development strategic plan is expected to guide DDCC institutions' planning processes, while the DDCC plan is expected to guide co-ordination and facilitation activities in 2001. The plans are also expected to help DDCC member institutions share knowledge among themselves and with communities. The documents are further expected to serve as instruments of common vision for district development both in the short-term and in the medium-term.

Figure 8:

Decentralised planning and implementation framework

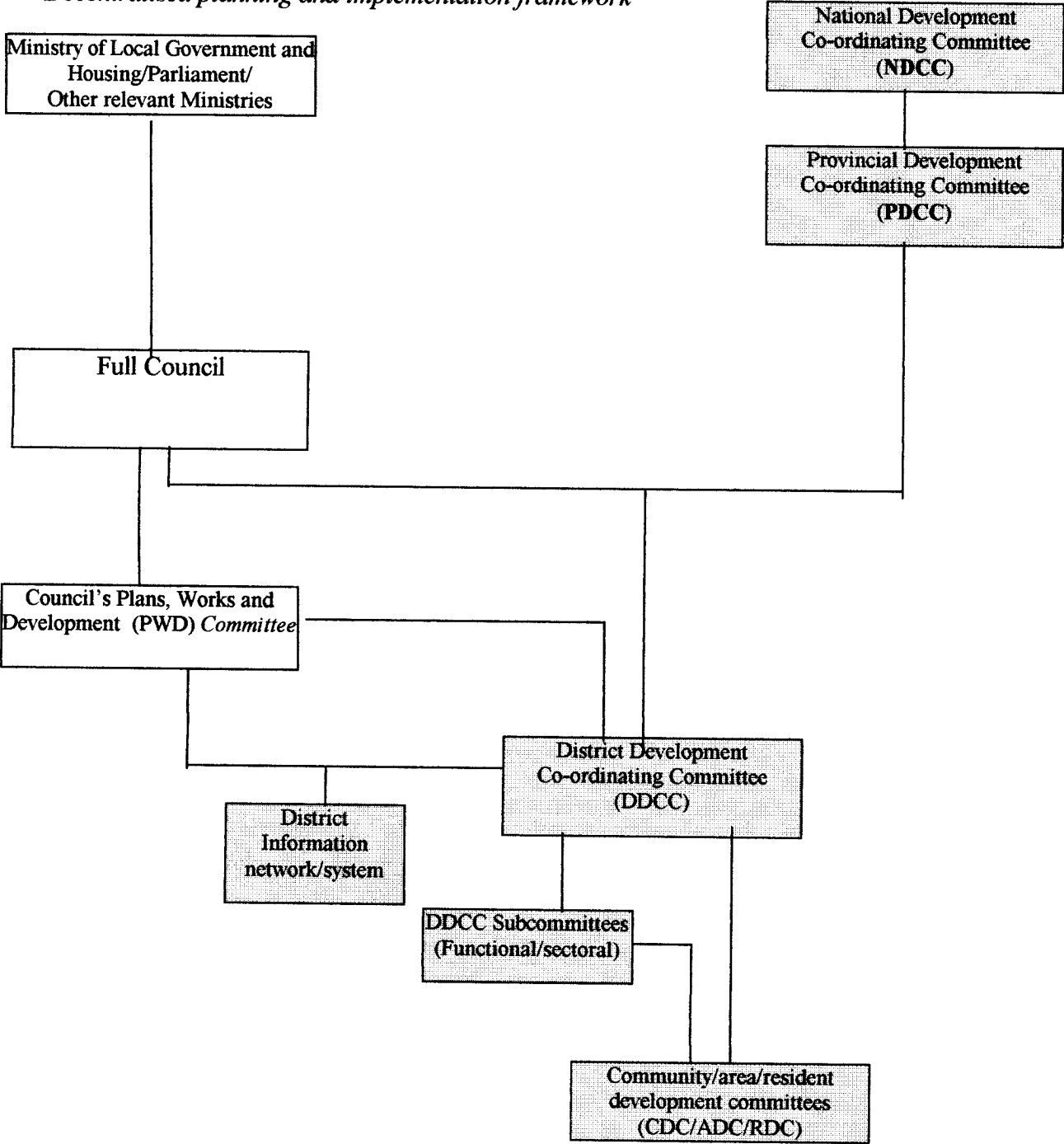


Table 9:

Analysis of stakeholders per development sector

Interest group	Interest	Potential for development	Threat to development
Agriculture			
Farmers	Source of income	Contribution to economy/revenue	Land degradation; water and soil pollution
Millers, Traders & Marketeers	Source of income	Contribution to economy/revenue	Exploitation of households
Households & individuals	Nutrition and food security	Improved livelihoods: health & nutrition	Land degradation; water and soil pollution
Institutions (Relevant Ministries; non-governmental organisations (NGOs); relief agencies; charities)	Promotion of food security & nutrition; provision of extension services	Improved farming knowledge; food security; nutrition; public welfare.	Compromise of self reliance among communities (e.g. through food relief)
Environment and Natural Resources			
Institutions (Relevant Ministries; Environmental Support Programme (ESP); Environmental Council of Zambia (ECZ); NGOs)	Environmental protection; maintenance of biodiversity; Mitigation of land degradation & soil, water & air pollution	Sustainable development; Continued availability of natural resources.	Compromise of self reliance and retardation of socio-economic development
Households & individuals	Resource base for livelihoods & income.	Partner resource for environmental and natural resource management	Land degradation; deforestation; soil erosion; air; water & soil pollution.
Industry (including mining)	Income/profit	Government revenue (e.g. tax); Employment; Development & economic growth	Land degradation; soil erosion; air; water & soil pollution.

Table 9 (continued)

Analysis of stakeholders per development sector:

Water and Sanitation			
Households & individuals	Domestic use	Improved personal health & hygiene	Air; water & soil pollution.
Industry (including mining)	Industrial use	Safe environment; Economic growth	Air; water & soil pollution.
Farmers	Irrigation & domestic use	Improved production; Food security; Improved incomes	Air; water & soil pollution.
Water and Sanitation Utilities	Income/profit	Improved public health	Sub-standard service (e.g. unsafe water); Overcharging.
Municipal Council; health authorities	Clean water and sanitation for communities.	Improved public health, Improved waste management	Retardation of private sector initiative in water supply.
Institutions	Domestic use	Improved health	Air; water & soil pollution.
Energy			
Charcoal producers	Income/profit	Source of livelihood	Deforestation
Oil companies	Business/profit	Economic growth; Employment; contribution to transport and communications	Pollution of the environment
Industries (including mining)	Business & production	Economic growth; Employment; Improved supply of goods & services	Air; water & soil pollution.
Zambia Oxygen Company (ZAMOX)	Business & production	Economic growth; Employment; Contribution to health	Air; water & soil pollution.
Other development sectors	Efficient supply of energy resources (fuel)	Improved transportation services; Availability of goods & services	Air; water & soil pollution.

Table 9 (continued)

Analysis of stakeholders per development sector:

Transport and Communication			
Commuters	Efficient and easy travel	Quick business transactions	Overload of transport infrastructure; environmental pollution.
Transporters	Business/profit	Government revenue; Economic growth	Air; water & soil pollution.
Service station businesses	Business/profit	Government revenue; Economic growth	Air; water & soil pollution.
Households & individuals	Easy access to goods & services	Improved living conditions	Overload of transport infrastructure; environmental pollution.
Zambia Postal Services Corporation (ZAMPOST)	Business/postal services	Improved communication; improved transportation of mail/parcels	Inefficiency due to monopoly
Telecommunication companies	Business/telecommunications services	Improved communication; Efficient business transactions	Uncoordinated provision of telecommunication services
Industries	Production/business	Government revenue; Economic growth	Air; water & soil pollution.
Institutions (Relevant Ministries)	Availability of appropriate services	Government revenue; Economic growth	Retardation of private initiative in transport sector.
Education			
Children	Acquisition of education & skills for self	Increased literacy	Unemployment
Parents	Acquisition of education & skills for self & children	Informed, responsible, productive, citizens; Increased literacy	Unemployment
Teachers	Source of livelihood/income	Availability of skills; Eradication of illiteracy; Economic growth	Unemployment
Private schools	Source of livelihood/income	Availability of skills; Eradication of illiteracy; Economic growth	Sub-standard services; High user fees; Unlicensed schools

Table 9 (continued)

Analysis of stakeholders per development sector:

Health			
Households & individuals	Access to health services	Healthy, productive workforce; Economic growth	Overload on infrastructure and services.
Health institutions & workers	Provision of health services	Healthy, productive workforce; Economic growth	Overload on infrastructure and services.
Private health facilities	Business/profit	Economic growth; Government revenue	Sub-standard services; High user fees; Unlicensed health facilities; Illegal dealing in medical drugs
Traditional healers	Business/profit	Economic growth; Government revenue	Unreliable medication; fake healers; High user fees
Other institutions and sectors	Access to health services	Health, productive workforce; Economic growth; Government revenue	Overload on infrastructure and services.
Other Social Services			
Social service providers (Municipal Council & the Public Service)	Provision of social services.	Conducive environment for investment, employment creation, economic growth & development.	Overload on infrastructure; Unemployment.

Source: Mufulira Municipal Council; District Strategic Planning Workshop, July 2000

6.2.5 Promoting decentralised participatory planning

As indicated earlier, one of the key resolutions that the DDCC made in the strategic planning workshop was that the results of the workshop should be used alongside data from community needs assessment during strategic district plan formulation.

As a follow-up to this resolution, a needs assessment exercise was conducted over two weeks in September 2000. An account of the community needs assessment in Kawama East is given shortly.

Prior to the implementation of the community needs assessment in Kawama East, members of the DDCC felt that the limited resources available within the DDCC structure would be used more efficiently if a pilot area were chosen, after which the results of the intervention could be replicated elsewhere in Mufulira, depending on availability of resources. Members also felt it was better to direct efforts at a legalised settlement where any investments would be sustainable. Kawama East was chosen, among other peri-urban settlements, as a pilot area for DDCC intervention because some interventions already existed in the other peri-urban settlements.

The following were the main purposes of the needs assessment exercise:

- i. To help the community establish and analyse their development problems and needs; and,
- ii. To help the community formulate and manage activities which address their problems.

The findings of the community needs assessment are summarised below.

As indicated earlier in this report, Kawama East settlement covers an area of 650 square kilometres (65 hectares) and has an estimated population of 12,000. The settlement has 3,800 housing units made of a variety of materials, such as sun-dried bricks, pole and dagga, corrugated iron roofing sheets and grass thatch.

The means of access to the settlement consists of gravel roads and footpaths, which have no drainage. Water supply is obtained from open wells, while pit latrines are used for sanitation. Kawama East has one market and three taverns. It has no proper amenities like schools and health centres.

There is a serious lack of formal employment and employment opportunities, especially for the youths. There are very few residents of Kawama East who are employed in the formal sector in commercial organisations or industry.

Most of the people in employment are, however, in the informal sector. The main economic activities in the settlement are charcoal production and subsistence farming.

Most people in the settlement derive a livelihood from one or more of the following:

- i. Charcoal production (in the nearby Mufulira Forest Reserve);
- ii. Selling food and groceries in make-shift stalls popularly known as “intemba” or “tuntemba”;
- iii. Employment on contract, such as work as domestic servants, security, and similar jobs;
- iv. Subsistence farming;
- v. Beer brewing;
- vi. Crafts making; and,
- vii. Carpentry.

Residents in Kawama East tend to be poorly organised. Most key informants reported that the residents are generally reluctant to attend meetings, except those relating to elections. The informants attribute this to loss of confidence by the community in institutions owing to failure, over time, by the institutions to help the community realise its aspirations. Nevertheless, there are, still, a number of institutions that are significant to the lives of the residents.

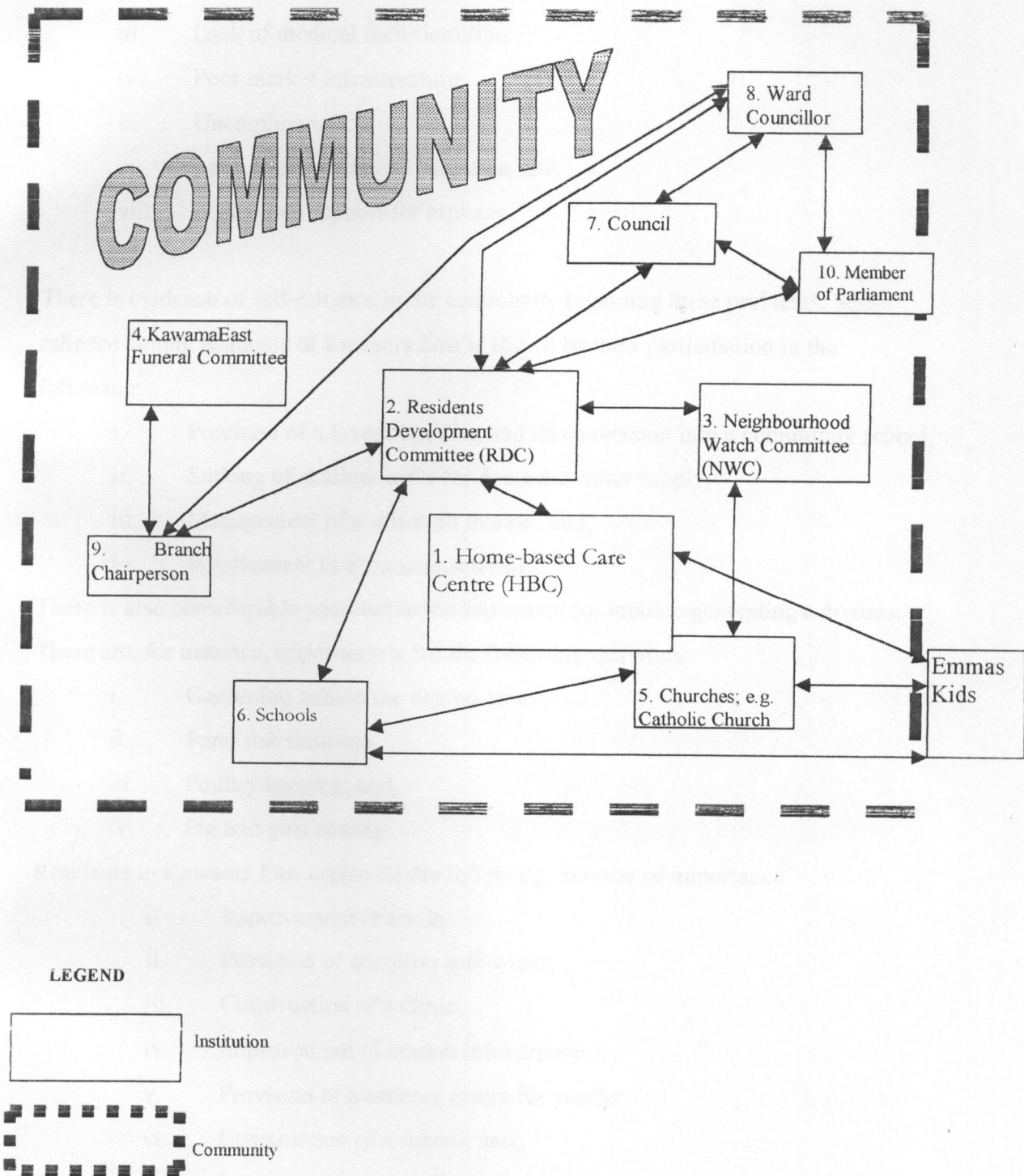
The institutions that are active in Kawama East are ranked, in order of importance, from the point of view of the community, as follows:

- i. Home-based Care Centre;
- ii. Residents Development Committee;
- iii. Neighbourhood Watch Committee;
- iv. Funeral Committee;
- v. Churches;
- vi. School;
- vii. Council;
- viii. Councillor; and,
- ix. Member of Parliament (MP).

Figure 9 illustrates the institutional linkages, and the value attached to institutions, according to the perceptions of people in the settlement. The size of the box representing an institution corresponds to the relative importance that the community attaches to the institution. For instance, Emmas Kids is an external institution that helps orphans in the settlement, but is considered more important to the community than the branch chairperson. At the time, the community also considered the ward councillor, the council and the MP as relatively distant institutions.

Informants reported several development problems, which include a high incidence of thefts; unsafe and inadequate water supply; overcrowding; prevalence of diseases, including malaria and HIV/AIDS; poverty; lack of co-operation and poor organisation among residents; poor roads; lack of a health facility; lack of proper school facilities; and, inadequate support for orphans.

Figure 9:
Institutional linkages in Kawama East



Source: Mufulira Municipal Council; Community needs assessment, September 2000

The community prioritises the problems, in ascending order of importance, as follows:

- i. Poor road infrastructure;
- ii. Inadequate and unsafe water supply;
- iii. Lack of medical facilities/clinic;
- iv. Poor market infrastructure;
- v. Unemployment;
- vi. Lack of proper school facilities; and,
- vii. Inadequate support for orphans.

There is evidence of self-reliance in the community regarding these problems. Self-reliance among residents of Kawama East is shown by their participation in the following:

- i. Purchase of a tavern building and its conversion into a community school;
- ii. Sinking of shallow wells for domestic water supply;
- iii. Management of a self-built market; and,
- iv. Involvement in economic activities.

There is also considerable potential in the settlement for income-generating activities.

There are, for instance, opportunities for the following activities:

- i. Gardening around the dambo area;
- ii. Pond fish farming;
- iii. Poultry keeping; and,
- iv. Pig and goat rearing.

Residents in Kawama East aspire for the following, in order of importance:

- i. Improvement of roads;
- ii. Provision of adequate safe water;
- iii. Construction of a clinic;
- iv. Improvement of market infrastructure;
- v. Provision of a training centre for youths;
- vi. Construction of a school; and,
- vii. Provision of support for orphans.

The community also aspires to have the following:

- i. Houses built of permanent materials;
- ii. Good roads for improved accessibility;
- iii. Well-aligned and serviced plots; and,
- iv. Secure tenure, in respect of both residential properties and farming land.

The needs assessment helped the DDCC learn about livelihoods in a peri-urban settlement. It also gave the sample community an idea about the role of district-level institutions in development. The exercise helped the DDCC and the community share information about the status of development in the district, and the roles that communities and agents of development could play to promote development.

6.3 Discussion on implementation of suggestions

It has been shown in the previous section that the suggestions for improvement of development facilitation have yielded some positive results. For instance, the DDCC workshops as well as the community needs assessment conducted in Kawama East, have considerably improved the capacity of the DDCC to foster self-reliance. These activities have helped member institutions make important resolutions focusing on participatory communication and development approaches. This is because the activities have contributed towards helping members communicate among themselves and with local communities. In addition, the activities have also afforded the DDCC the opportunity to learn about the situation of communities, especially peri-urban communities. The activities have also helped communities learn something about the role of the DDCC in district development.

One sign of improved communication within the DDCC and within communities is that members of local communities have become more aware of the role of the DDCC and some local people, especially those from Kawama East, have started making more demands for information. For instance, towards the end of the practical attachment, the

district planning unit (DPU) was receiving many visits from members of such communities. These visits related largely to enquiries regarding external assistance.

Other evidence of improved communication within communities, and between communities and district-level institutions, relates to activities that were implemented in the wake of the community needs assessment in Kawama East. Prior to the assessment, the sample community had little faith in public institutions, as well as in their own institutions. However, after the needs assessment exercise, the community established a project committee to pursue solutions to the problems identified during the assessment. In October 2000, the project committee sought assistance from the DDCC to visit the water supply project in Murundu, another peri-urban settlement in Mufulira. The tour has since been conducted and the project committee intends to use the lessons from the visit in their own situation.

The project committee has since helped the community formulate an action plan to address the problems identified during the assessment. In addition, the community has, through the project committee, been seeking advice on how to seek external assistance.

Yet, other evidence of improved communication in district development is the improved interaction between public institutions and NGOs. During the practical attachment, a network for NGOs was formed. The director of the council's Department of Housing, Health and Social Services chairs this network. Participation of communities in district development has improved considerably partly because of the opportunity that this network provides for linkages between district-level institutions and community institutions. For example two of these NGOs, which deal with advocacy on development issues have been supported by the DDCC to seek external assistance to do their work. The two NGOs, the Development and Education Project (DECOP) and the Zambia Chronicle Advocacy Campaign have been assisted, through the DPU, to source funding for advocacy activities from OXFAM CLIP.

Communication within the DDCC structure has also improved considerably. The DDCC has become more responsive to the needs of communities, and members work in collaboration to strive to meet such needs even in the face of resource constraints.

As has already been indicated, networking among DDCC member institutions has also improved. DDCC member institutions now generally appreciate the value of integration of facilitation efforts and involvement of beneficiaries in district development. For this reason, member institutions have agreed on a common approach to community participation and have established a district development information network to share information and integrate expertise.

This writer's suggestions towards improvement of participatory communication for district development have, however, not yielded as much impact as would be expected largely because there has not been sufficient time for experimentation with the suggestions. The suggestions could not be fully implemented within the time allocated to the practical attachment exercise. The suggestions, which focus on establishment of systems and procedures, require considerable time to realise and internalise. Nevertheless, there is some evidence of facilitation of participatory decision-making resulting from the partial implementation of the suggestions.

6.4 Summary

Chapter 6 documents the writer's proposals for improvement of the capacity of the DDCC to facilitate participatory communication for self-reliance and sustainable development. The chapter also gives an account of how the DDCC, community institutions and communities responded to the suggestions.

The chapter documents evidence of improvement in the communication within the DDCC structure, with members networking and working more collaboratively to integrate efforts in serving communities despite resource constraints.

The establishment of a district development information network is one sign of the commitment of the DDCC to share information and integrate expertise.

The chapter also illustrates improved communication between the DDCC and communities, indicating an increased awareness among local people of role of the DDCC. Improvement in communication within communities has been illustrated through improved organisation of communities. The chapter gives the example of Kawama East where after a participatory needs assessment, the community established a project committee that has been helping the community seek assistance from external institutions.

The report concludes that it was not possible for institutions to implement fully all the writer's suggestions due to the limitation of time available for the exercise, considering that the suggestions involved introduction of new systems and processes.

CHAPTER 7

DISCUSSION OF FINDINGS AND EXPERIENCES

7.0 Introduction

This chapter discusses the findings and experiences related to the practical attachment exercise in the context of communication theory. The chapter relates the practices of institutions and other stakeholders in district planning and development to communication theory.

7.1 Results of the practical attachment

Prior to the discussion of the findings and experiences in the light of communication theory, this section recapitulates the findings and experiences.

7.1.1 Summary of views and experiences about participation

It was indicated in the previous chapter that there is a high level of unemployment in Mufulira District, especially in peri-urban settlements such as Kawama East. It was also indicated that the unemployment contributed to poverty that in turn tended to constrain community participation. Low self-image was also observed among members of peri-urban communities who receive hardly any municipal services. The absence of tangible benefits from local people's experience in participating in development activities appears to be the major cause of low self-image. Unemployment and poverty also appeared to have contributed to this situation.

It was also observed that local people were generally apathetic towards public affairs and development, and this tended to compromise their co-operation with external partners in development and among themselves. The apathy was attributed partly to

diminishing trust and faith in institutions. Finally, it was also indicated that the low self-image has been internalised in communities because institutions have not played a significant role in improvement of the lives of local people.

7.1.2 Summary of development-facilitation constraints

It was indicated in the previous chapter that the municipal council communicates with, and is made accountable to, its electorate through its councillors and the DDCC. It was also shown that the council in collaboration with other district-level institutions attempts to facilitate democracy and community participation, serving as a forum through which all decisions that are made on behalf of the people are legitimised, and providing an appropriate environment for community participation. However, it was indicated that the low morale of council workers, the low commitment and interest among DDCC members, and limited resources, compromised the effectiveness of the DDCC in community development.

The communication problems of the DDCC were outlined as consisting of a poor resource-base; poor networking and collaboration among DDCC institutions; limited information-processing capacity; low capacity to facilitate self-reliance; and, poor development-planning capacity. DDCC institutions were reported to have tried to mitigate the effects of these problems. For example, the institutions used their field staff to help communities solve their problems. Some DDCC institutions collaborated with other member institutions in order to realise institutional goals. Other DDCC institutions co-operated in sectoral programmes, getting involved in various forums, which allowed them to facilitate participatory development in communities. Yet, some DDCC institutions made efforts to improve their development-facilitation by adopting new approaches and practices regarding management of information.

Nevertheless, the efforts of DDCC institutions to communicate and facilitate communication to foster development were quite inadequate. One constraint to the DDCC's facilitation was its low capacity to manage development resources disbursed through the local government structure. Yet another constraint was the DDCC's inability to co-ordinate development activities and interventions. In addition, DDCC members' interaction with communities tended to constrain community participation, making it difficult for self-reliant community institutions to get established. To make matters worse, many DDCC institutions appeared to carry out their roles and perform their functions routinely without making any efforts to introduce innovations in their operations to suit current needs of their client communities. This tended to compromise their capacity to facilitate participatory communication and decision-making.

7.2 Discussion of findings and experiences

This section discusses the findings and personal views and experiences during the practical attachment in the context of communication theory.

7.2.1 Communication within the DDCC

This subsection relates the theory of communication within the DDCC to the practice of communication among members.

7.2.1.1 Collaboration among DDCC institutions

It has been indicated that the DDCC has limited capacity to provide services to local communities and that the DDCC network does not have sufficient impact on the lives of local people. In addition, the efforts of DDCC member institutions were poorly integrated. Networking among DDCC institutions, and with NGOs, CBOs and co-operating partners, was also found to be poor. This situation tended to compromise the capacity of communities to participate in planning for district development.

The DDCC's link to community institutions has been characterised by inadequate collaboration. For this reason, the DDCC initially did not effectively serve as a forum for, and agent of, co-ordination of development activities and efforts. In addition, DDCC member institutions did not have a forum, network or system for managing and sharing information for district development. As a result of this poor co-ordination, individual institutions implemented programmes in similar communities with little or no knowledge about what other agents of development were doing in the same communities.

The poor co-ordination and networking among DDCC institutions may be attributed largely to inefficiencies in the way the DDCC has been managing information. Sharing of information and knowledge among member institutions has been generally insufficient.

The communication situation, just depicted, may be explained through the uncertainty reduction theory. According to the uncertainty reduction theory, the more information members of an organisation receive in reducing uncertainty, the more confident they become in contributing to the organisation, and the clearer they become about their role in the organisation. In Mufulira, members of the DDCC have not been effectively sharing information about the institution and their roles in it. Consequently, the institutions initially tended to be unclear about their roles in the DDCC, and what the organisation stands for. The training needs assessment workshop conducted in July 2000, earlier alluded to, brought out this aspect. In addition, as was indicated earlier in the report, the DDCC had no clear purposes, other than those implied in Cabinet Officer Circular No. 1 of 1995.

As indicated earlier, information aids co-ordination. Since interaction among members of the DDCC was generally poorly co-ordinated, this tended to compromise knowledge-sharing. Knowledge-sharing is a vital condition for participatory communication, and without sufficient sharing of information, participatory communication is compromised. Similarly, since the efforts of DDCC institutions were not effectively integrated, procedures for conveying and communicating information were not established. In the light of the uncertainty reduction theory, the opportunity for member institutions to contribute positively to the vision of the DDCC was compromised by insufficient

information and inadequate communication. It could also be said that the capacity of DDCC institutions to obtain and process information for informed decision-making and action was constrained by the failure of members to share knowledge and information sufficiently.

7.2.1.2 Influence over district development

Influence occurs when a person or a group affects what another person or group does and/or thinks, and power is the capacity to influence other people (The Open University, 1996: 8 - 9). Authority is a particular kind of power that is formally given to an individual or group because of the position or role they occupy within an organisation. Initially, the DDCC in Mufulira had negligible influence over district development. It had also little authority over allocation of resources for development, such as the Constituency Development Fund (CDF). Again, in line with the uncertainty reduction theory, the confidence that one has regarding his or her role in the organisation improves with improved perception of influence a member feels, which results from positive reinforcement from others. Similarly, because of the poor communication and information flow among members of the DDCC, which did not help in reducing uncertainty among members, a number of members considered the DDCC as having no real authority over district development. In addition, some members were apathetic to DDCC duties and meetings because they perceived the DDCC as a bureaucratic institution, which tended to delay feedback on resolutions.

7.2.1.3 Capacity to mobilise resources

Power derives from difference between people or groups in an organisation, the beliefs that people have about the resources that a person or group has, and the sanctions that the person or group controls (The Open University, 1996: 9). Sources of power include, among other things, position or authority, control of resources, expertise, and control of information (The Open University, 1996: 14).

It was indicated earlier in this report that the DDCC had a serious shortage of resources for project facilitation and logistics, a situation that tended to compromise its development-management mandate. In line with the uncertainty reduction theory, the members of the DDCC appeared not to be sufficiently confident about their authority over district development to contribute meaningfully towards its management.

7.2.2 Communication between the DDCC and communities

This subsection discusses communication between DDCC institutions and local communities.

7.2.2.1 Discussion of DDCC interventions

It has already been indicated that the DDCC involves communities in a number of ways to facilitate participatory decision-making and self-reliance. This communication has been characterised by DDCC institutions' efforts to disseminate messages to communities largely through interpersonal means, with the intention to change practices among members of such communities, and ultimately, to attain institutional development goals and policies.

The nature of communication in the contexts just outlined may be explained through the diffusion theory. As indicated earlier, diffusion involves the communication of new ideas and practices through certain channels among members of a social system (Rogers, 1983: 5, 11). In line with the diffusion theory, DDCC member institutions often use their field staff as agents who assist local people to assimilate new ideas and practices that are contained in messages mostly designed by the institutions. The field workers in turn communicate the messages to local communities through contact groups within such communities. The contact groups also serve as agents of development and change within the communities that they belong to. This form of interaction conforms to the diffusion theory in a number of ways, as will be illustrated shortly.

First, the diffusion theory works on the premise that the transfer of ideas occurs most frequently between individuals who are homophilous (Rogers, 1983: 17, 18). The contact groups within the communities consist of individuals who are similar to the rest of the target or adopter communities, and, therefore, act as opinion leaders and innovators who help other adopters adopt the innovations packaged in the development messages.

Apart from the interpersonal channels of communication, other channels, including the mass media, are often used by the DDCC to diffuse innovative messages quickly through target-adopter groups.

Often the interventions of DDCC institutions in communities are in the form of a social change campaign, an organised effort intended to persuade a target-adopter group to accept, modify or abandon certain ideas, attitudes or practices. In these cases, the intervention is often a high-consensus campaign, which requires that many people adopt the innovations. Adoption of an idea or practice by all members of a target-adopter group is usually the aim of such social change campaigns. Social marketing, a strategy for changing social behaviour that involves the use of communication for social and cultural development, is often used.

The motivation behind a social change campaign is usually a problem situation. Similarly, the social change campaigns of DDCC institutions are motivated by problems as well as the consequences associated with such problems if they are not solved. The campaigns are usually motivated by problems that could be solved partly by the participation of the affected communities. For this reason, DDCC institutions strive to involve communities in planning for their development. In line with the principles of social marketing, and the diffusion theory, DDCC institutions often target primary audiences consisting of target communities. The field/extension officers of DDCC member institutions act as secondary audiences who intervene on behalf of member institutions to influence the target communities who are the primary audiences.

Development can be in the interest of local people if the people control, or share control of the development processes. In addition, it is the local people's prerogative to confirm the need for control of the variables in the environment, which are essential to human welfare (Ascroft & Masilela, 1994: 259 -260) as well as to choose appropriate methods of controlling them. As indicated earlier in this report, communications link people to some aspects of their environment and people must select communications that deal with aspects that are likely to satisfy their needs.

Apart from a few cases cited earlier, DDCC institutions tend to communicate with communities in such away that the latter are left with little choice to influence the way development is managed. In addition, the DDCC tends to dominate the management of district development. For instance, DDCC institutions usually operate within sectoral policy frameworks that require them to diffuse messages to communities for ultimate adoption by the latter. The process tends to compromise participatory communication in a number of ways, as discussed shortly.

Perhaps the most important reason why DDCC facilitation processes cannot be said to effectively facilitate participatory communication is that the extension services of the DDCC member institutions do not accommodate the basic conditions for participation, such as, the opportunity for critical reflection on the part of the adopter-communities, and sufficient knowledge-sharing between the facilitator and the adopter.

Secondly, development facilitation by DDCC institutions tends to reinforce the inequitable power equation in which the policy-makers, professionals or experts dominate the communication process, which constrains the opportunity for local people to be heard.

Thirdly, the development facilitation tends to constrain mutual exchange of ideas as the haphazard interventions of DDCC institutions, alluded to earlier, make it difficult for stable community institutions to form around participatory decision-making. This occurs

largely because DDCC institutions often encourage communities to form new committees or groups to implement certain activities. Such structures do not enhance participatory communication and self-reliance because communities have to learn new roles every time a new structure is formed to implement certain activities.

7.2.2.2 Facilitating decentralised participatory planning

The role of DDCC institutions in district development may also be discussed in the context of decentralised planning to illustrate the extent to which the DDCC helps communities communicate about their development, and influence district development policies.

Planning has been described earlier as a process that involves mobilisation, allocation and use of development resources to achieve development goals. Development, which entails improvement in the human environment, can only be appreciated through communication. Thus, for development to be sustainable the beneficiaries must participate fully and meaningfully in the development planning process.

Communication is the process of human symbolic activity that makes participation possible. However, genuine participatory communication occurs when the communicatee understands the concepts the communicator is using the same way. DDCC institutions involve communities in their planning processes indirectly. This is often worsened by the fact that DDCC institutions consist of professional and technical people who use language that communities tend to find hard to comprehend and put to use. Because of such miscommunication, sharing of knowledge between the DDCC and communities tends to be compromised, and innovations tend not to be easily assimilated and internalised.

Similarly, sectoral development plans tend to fail to generate the planned outcomes largely due to poor communication between the agents of change and communities. If a plan is to be successfully implemented, the people who are going to implement it must

know it. In addition, the vision in any plan must be made known to the target group if the effects of the development arising thereof are to be appreciated by the beneficiaries.

It is also important for all the people who have interests in a plan to know the plan, if the stakeholders have to be clear about their roles in realising the plan. For instance, if the beneficiaries of a development plan are aware of the resources required to implement the plan, they tend to be more willing and prepared to give contributions towards its implementation. In contrast, most plans of DDCC institutions are not effectively brought to the attention of key stakeholders, and, consequently, the stakeholders cannot contribute effectively to such plans. Even when resources are mobilised from other sources for such plans, the stakeholders remain relatively ignorant about their roles in the management of the plans. In some cases, the beneficiaries, owing to insufficient information on such interventions, may not appreciate the outcomes of the interventions.

There is evidence, in the district, of poor participation of communities in development projects owing to poor communication between agents of change and communities. A number of projects associated with the community environmental management programme (CEMP) are good examples. In cases like these, the agents of change (DDCC members) have basically not effectively marketed the innovation (for instance, community participation) to the adopters.

Planning requires the equitable participation of beneficiaries, and the facilitation of the benefactor society, or their agents. Planning is essentially a communicative process, and, therefore, both the beneficiary and the benefactor, or their agents, must be involved in mutual co-orientation of perspectives, either stakeholder-category being free to influence the other.

In the perspective of the diffusion theory, decentralised participatory planning is the innovative approach that the DDCC has been attempting to diffuse, among members of communities, in pursuit of their participation in, and contribution to the district planning

process. The diffusion process in this case involves the transfer of participatory planning as well as the associated skills and knowledge. In this process, the beneficiary communities are expected to acquire the capacity to use the technology and adapt it to suit their needs.

Currently, communication is conceived along participatory approaches, employing convergence models in which participants in a communication process create and share information with one another to reach a mutual understanding. Alongside these communication models, diffusion is conceived along a triadic model where a source transmits innovations through communicators who pass on the innovations to the receivers in a manner relevant to the problem-solving needs of the receivers. In the DDCC framework, the central government or society at large may be considered as the information source, and the DDCC as the communicator conveying the policy-innovation of decentralised planning to communities in a way that the latter can put the policy-innovation into practice for their benefit.

7.2.2.3 Facilitating participatory community development

The extent of DDCC facilitation in district planning will be discussed in due course. Before this is done, however, it is important to analyse decision-making within the DDCC. This is treated shortly.

There are two main analytical models of how decisions in organisations ought to be taken. The first, the rational choice model, presupposes perfect knowledge on options, and that decision-making can be done logically, taking into account all the important aspects of an issue (The Open University, 1997: 14). This model is important for institutions that hold themselves publicly accountable, and have a high need to justify their decisions. The DDCC and the council, ideally, are such institutions that are accountable to communities, the central government, financiers and other stakeholders.

The second model of decision-making is the limited rationality model. The model acknowledges constraints of applying the rational choice model on all organisational decisions. The limited rationality model works on the premise that in practice the best decision can be made in a limited time and on the basis of limited information (The Open University, 1997: 15). This model of organisational decision-making tends to shape most decisions in DDCC institutions. Nevertheless, in reality, most decisions in these institutions are based on interpretative approaches, where public policies, preferences, values, aspirations and interpretations of the institutions' environments, guide decision-making.

The efforts of DDCC institutions to facilitate decentralised participatory planning have been constrained by a number of factors. For instance the apathy that communities have tended to exhibit towards public affairs is an audience factor that has significantly constrained participatory planning. This has been elaborated on earlier in the report.

Conversely, the DDCC appears to disseminate, to communities, messages that seem to have little relevance and possibility of useful application to the needs of the communities (especially to local people's livelihoods). This is an important message factor that makes such messages fail to motivate the communities to take action on them. To illustrate this form of interaction with a general example, most government departments interpret government policies by emphasising on what communities should or should not do in order to conform to certain guidelines on an aspect of development, as opposed to explaining to the people how the latter could use the policy provisions for their benefit. This tends to make the adopters fail to make the best use of such policies and even doubt the value of the policy provisions.

A response-mechanism factor that has also tended to constrain participatory communication and self-reliance has been the dissemination of information to communities without providing the means through which the communities could respond to the messages by way of putting the messages into practice. For instance, there have

been several messages disseminated by DDCC institutions, especially in the agricultural sector, that encourage communities to adopt certain practices, which the communities usually fail to do because often, no resources are provided to make this possible. An example is the promotion of hybrid maize varieties when most farmers cannot afford chemical fertilisers and other inputs associated with the production of such varieties. It has been indicated before that a development facilitator can influence attitudes or behaviour if he or she can convey information that may be used by the recipients to satisfy their needs and wants. Some DDCC member institutions have made efforts to improve their development-management and information-processing capacities in order to effectively collaborate with other institutions and with communities. Nevertheless, lack of innovation among many DDCC institutions tended to constrain their capacity to take communities' views into account in their planning processes. Initially, most of these institutions were unable to effectively motivate communities to adopt innovations and development messages because the institutions did not operate in a way that suited the changing needs of the communities. In addition, the quality of involvement of communities in the planning processes of public-sector institutions was generally poor, as will be illustrated shortly.

First, the involvement of communities in development planning has tended to be non-comprehensive, as it was usually limited to a few exercises and programmes of a limited time-period. Secondly, the management committees of development projects associated with such involvement have, in many cases, tended to be more accountable to the facilitators (such as a government department or a financier) than they are to the communities, rendering their activities relatively unknown to most beneficiaries.

In other words, transparency has tended to be compromised in the management of the projects. Consequently, the majority of the beneficiary communities have tended to feel alienated from the vision and outcomes of such projects.

Thirdly, the nature of interaction between DDCC institutions and communities, described earlier as haphazard, has been making it hard for communities to make use of development messages disseminated by agents of development. The situation has been worsened by the fact that in many cases, DDCC institutions do not link communities to development resources in order for the communities to make use of the messages, or to put policy into practice. In addition, DDCC institutions have not made sufficient effort to help members of communities share knowledge in order for innovations to be replicated within and among the communities. Thus, in practice, involvement of beneficiary communities in district planning has tended to be indirect, the communities being involved mostly during project implementation, but rarely during the conception of development activities.

Communication has been defined, earlier in the report, as a dynamic interaction between local grassroots receivers and the information source (Nair & White, 1994: 346), and as a social process in which groups construct messages for the improvement of their situation (Mody, 1991: 30). The DDCC as an agent of the benefactor society (the information source) should use communication to facilitate participatory decision-making among local people (the receivers) in such a way that the latter are given the opportunity to give feedback to the benefactor. Thus, the DDCC is expected to involve local people in designing development messages. This is because committed adoption of any innovation can only be sustained if sufficient capacity has been built in the receivers or adopters. In addition, since participatory communication requires, among other things, knowledge-sharing and change of roles between information receivers and sources, involvement of local people in planning for their development encourages the use of indigenous knowledge in solution-seeking efforts.

However, as has been indicated earlier in the report, participatory communication has been constrained largely by the DDCC's low capacity to co-ordinate development activities and to influence the use of development resources disbursed through the local government structure. The failure on the part of DDCC institutions to effectively

collaborate has been shown earlier to compromise the extent and quality of contributions that communities make towards district development. It has also been shown that the sectoral involvement of local people by DDCC institutions has tended to compromise the effectiveness of the DDCC in fostering district development as well as the effectiveness of community institutions in promoting self-reliant decision-making among communities. The communication constraints associated with the DDCC structure could, therefore, partly be attributed to failure in institutional linkages within the DDCC as well as inefficiencies in co-ordination mechanisms.

7.2.2.4 Appropriateness of the DDCC framework

Any organisation needs a framework for stakeholders to contribute meaningfully to the goals of the institution (The Open University, 1996: 28). Three elements that constitute such a framework are:

- i. The people who have interests in the organisation;
- ii. Processes for involvement and decision-making; and;
- iii. Tasks, which complement organisational goals.

An appropriate organisational structure is essential for any framework to be operational. The usefulness of structure is outlined shortly.

First, the structure of an organisation will determine how the stakeholders in the organisation take part in its activities and have a say in its decisions. Secondly, structure aids differentiation and integration of tasks, providing a framework for allocation of responsibilities and authority and establishing patterns of communication. Thirdly, structure establishes an identity for an organisation. For instance, structure determines how responsibilities in the organisation are allocated, and sets out procedures for recruitment of staff and communicating with the external environment of the organisation. Lastly, structure provides opportunity for continuity. Without an appropriate structure, there is a tendency to be constantly preoccupied with setting up

new systems and procedures. As has already been indicated, this situation tends to be true also for situations where there is a need to continuously change structures to undertake new activities.

7.2.3 Communication within and among communities

Communication has also been defined earlier as a process that enables local people to take control of their lives and develop confidence and learning and information skills to influence public policy through their own media (Riano, 1994: 9; Mlama, 1994: 57 – 64). Communication also involves increasing community participation (Riano, 1994: 5); reinforcing community institutions (Mlama, 1994: 64); providing access to information and knowledge (Ascroft & Masilela, 1994: 247 – 250); and, pursuing social justice, democracy and consensus (Rahim, 1994: 120 – 135; Mody, 1991: 19).

It has been indicated before that community-level communication provides an input in district development planning, and legitimises institutional planning processes. It may also be considered as a participatory process that facilitates knowledge-sharing within and among communities, and with external agents of change such as the DDCC.

Community-level institutions operate along the lines of the consciousness model of communication as communities control the communication process in such institutions. In addition, the institutions also help communities get organised and exchange knowledge and skills.

Community institutions also tend to promote horizontal communication and to facilitate participatory decision-making within communities. For instance, in the sample settlement of Kawama East, where public-sector institutions have not been significant in the lives of local people, community institutions serve as forums for community organisation and civic participation. The decentralised administration that such organisations provide is

the means by which power is handed over, though informally, to communities so that their voices are heard by authorities such as the DDCC and other co-operating partners.

It was indicated earlier in this report that for along time, a number of institutions have mobilised communities into groups for implementation of projects or for outreach purposes. Examples of such groups were cited as health committees, village natural resources committees, community welfare assistance committees, water committees and project committees. It has also been indicated already that although these institutions serve communities in the short-term, they tend not to be sustainable as forums for meaningful community participation in the long-term because communities do not have control over the activities that such institutions initiate. Nevertheless, participation of local communities in the planning process is necessary for district development, and this can be sustained through community institutions and other CBOs.

In response to the need to link communities to the district-level planning process the idea of community-level planning has evolved. The role of community institutions in community development has been outlined earlier in the report, but a brief treatment of the institutions in Kawama East is given shortly to focus the discussion on communication within local communities.

As indicated earlier in this report, there are a number of institutions that are significant to the lives of residents in Kawama East. The four major ones among these are the residents development committee (RDC), the council, the neighbourhood watch committee and the home-based care centre. The significance of these institutions to people's lives is outlined shortly.

The Catholic Church in conjunction with other churches manages a home-based care centre (HBC) where food is given mostly to tuberculosis (T.B) patients. The centre also conducts sensitisation on HIV/AIDS.

There are several other churches in the settlement, which provide moral, spiritual, emotional and material support to members and the community at large. The Catholic Church, in particular, runs a community school at the church for pupils doing Grade 1 to Grade 5. The Catholic Church also trains young people in carpentry. Many of the former trainees of this facility have established workshops for carpentry in town.

The residents development committee in the settlement undertakes a number of activities, such as:

- i. Collecting fees from the market and paying cleaners;
- ii. Allocating market plots;
- iii. Running a community school; and,
- iv. Running some income-generating projects financed through the Constituency Development Fund (CDF).

The neighbourhood watch committee in Kawama East is charged with the responsibility of curbing crime, and deals with cases ranging from theft to arson.

The Kawama East Funeral Committee is a new committee that provides moral and material assistance to bereaved households.

Another important institution in the lives of residents of Kawama East is the municipal council. Although constrained by resources, the council is expected to provide municipal services such as infrastructure in the settlement. Kawama East is a legalised unplanned settlement. Like in most other peri-urban settlements, the council has deployed workers from the Settlement Improvement Section of the Department of Housing, Health and Social Services in Kawama East to help the community seek solutions to their situation.

The institutions in the settlement are helpful to the residents in many ways. The institutions, for instance, help members of the community communicate about their living conditions. There has been some constructive interaction between the DDCC and communities. Community-level institutions have played a major role in this

communication. For instance, concerted efforts to motivate the community in Kawama East to start communicating and to act on their conditions resulted in the community, through a project committee, visiting a similar community in Murundu. The community in Murundu has been implementing a water-supply project. The visit has helped the community in Kawama East learn from people similar to them how a community problem could be solved through co-operation among members of a community, and with external assistance. The host community gave the visiting project committee an opportunity to learn how lives could be improved using local solutions that are both feasible and appropriate.

The visit and the subsequent learning experience from this exercise conform with the participatory conception of diffusion communication, where the facilitators are homophilous to the adopters. In the case of this community-to-community visit, the innovation, which is basically collaborative self-reliance, makes sense to the learning community, and could be quickly adopted as is or in a modified manner, according to the community's needs and capacity.

There are, nevertheless, constraints to community-level communication. For example, poverty in Kawama East tends to limit the capacity of the community institutions to facilitate participatory decision-making, as most people tend to be reluctant to participate in public affairs when they have a more urgent need to address issues of livelihood. Poverty also tends to constrain the willingness of members of communities to contribute meaningfully to activities and programmes that are meant to benefit them. Often, this is an audience factor of fatalism resulting from experiencing harsh conditions for a long time, and losing faith in any improvements in living conditions.

Fatalism has also been attributed to the failure by public institutions to help communities realise tangible benefits from involvement in institutional programmes or general development-oriented activities. Such situations tend to limit the capacity of communities to respond positively to interventions.

Another audience factor that has been observed as constraining local people's adoption of innovations and interventions is apathy. For instance, in Kawama East, residents generally tend to be reluctant to co-operate with development facilitators largely because previous participation in facilitated activities has not yielded tangible benefit for the residents. In addition, it was established that the other related reason for apathy among residents was that for a long time, public-sector institutions had not helped the community solve their pertinent livelihood problems.

7.3 Facilitating communication within communities

This section summarises the extent to which the DDCC, community institutions and other CBOs, facilitate participatory communication and self-reliance. A number of aspects will be looked at in order to outline the extent to which institutions facilitate participatory decision-making.

First, it is important to establish whether or not institutions, especially community institutions, are helping local people mobilise resources for development. As indicated earlier in this chapter, the DDCC and community institutions are indeed helping communities mobilise development resources including technical expertise. For instance, the council in collaboration with the DDCC has mobilised resources for the management of a DPU that co-ordinates development facilitation in the district. In addition, the council and other DDCC institutions have been making efforts not just to help communities communicate about their problems and address them, but also to mobilise development resources for implementation of tangible activities that solve the communities' problems. Examples of such projects are the water supply project in Murundu, CEMP projects in Mutundu and 14 Miles, and RIF projects.

Secondly, it is crucial to verify whether or not there is collaboration between the public sector and local communities, and whether there is a common strategic vision of district

development agreed upon by the public sector and the communities. Initially, there was no strategic plan for the district. As has been indicated, however, following a strategic planning workshop for members of the DDCC and the participatory needs assessment exercise in Kawama East, a strategic district development plan has been formulated. The plan is expected to guide district development in the medium-term, and will serve as a common vision for district development.

The institutional capacities of district-level and community-level institutions must be taken into account when assessing the extent to which institutions facilitate communication and self-reliant decision-making. Despite the DDCC's limitation in respect of material resources, it has already been shown that DDCC institutions have reasonable capacity to facilitate communication and participatory planning. This is the case especially in respect of the DDCC's human resource-base. Community institutions, including those in the sample settlement of Kawama East, have also been sufficiently significant to local people's lives, as the institutions have been striving to help communities communicate about, and address their livelihood problems in some ways.

Community institutions have also been helping communities realise some of their aspirations and priorities. In Kawama East, for instance, the RDC, the neighbourhood watch committee, the community-based health care centre, and the funeral committee, are examples of institutions that are of value to the lives of local people.

It is also important to establish whether or not the DDCC and community institutions help communities participate in their own development. In this respect, although the quality of involvement has not been sufficiently high, the institutions have been involving communities in district development. In addition, the institutions have helped communities influence district development policies, as the views of local communities have, in a significant way, been taken into account by a number of DDCC institutions in their planning processes. For instance, the council, through the councillors is accountable

to the district population, while community institutions are also accountable to the sections of the local population that they represent.

Finally, it should also be established whether or not institutions foster self-reliance among local communities. The DDCC and community-level institutions have been facilitating self-reliance among local people in some ways. For example, despite local people's apathy towards meetings, the people of Kawama East exhibited substantial self-reliance, which could be attributed to their participation in their own institutions.

7.4 Summary

This chapter has discussed the findings and experiences of the practical attachment in the light of communication theory.

The chapter has reviewed the personal views and experiences regarding community participation, illustrating evidence of high incidence of poverty, a low self-image, apathy and fatalism among members of peri-urban communities.

A summary of constraints relating to the facilitation role of the DDCC, indicating poor collaboration, poor development-facilitation capacities, lack of innovation, and lack of authority over development resources has also been given. The development-facilitation constraints of the DDCC have been partly attributed to failure in institutional linkages and inefficiencies in co-ordination mechanisms.

This chapter has related communication between the DDCC and communities to the diffusion theory since contact groups in the communities, which are used by district-level institutions, consist of individuals who have similar attributes with other local people.

Members of such groups have been conceived to act as opinion leaders who help other people adopt the innovations that the DDCC diffuses through development messages.

The chapter has related the operations of community-level institutions to the consciousness model of communication since communities control the communication process in such institutions while the institutions help local people exchange knowledge and skills to make self-reliant decisions. The significance of community institutions has been illustrated through examples of the operations of such institutions in Kawama East.

The chapter concludes that the DDCC and community institutions help communities communicate and participate in development planning by, for instance, mobilising technical expertise and other development resources. It has also been shown in this chapter that community institutions have been helping communities realise some of their aspirations and priorities and influence district development policies. The institutions have also helped communities develop a sense of self-reliance, as illustrated in the operations of institutions in Kawama East.

CHAPTER 8

CONCLUSIONS AND RECOMMENDATIONS

8.0 Introduction

This chapter gives recommendations for the improvement of participatory communication in the planning for, and management of, district development. It also concludes the practical attachment report.

8.1 Summary of findings and results

This section gives an overview of the findings of the practical attachment, the suggestions that this writer gave to the DDCC, and the results of trying out the suggestions. The overview is given to put into context the subsequent conclusions and recommendations.

8.1.1 Socio-economic conditions and livelihood coping-strategies

This subsection reviews the socio-economic conditions in peri-urban settlements with particular focus on the sample settlement of Kawama East. It also deals with how members of communities in peri-urban settlements have been coping with life under such conditions.

It has been indicated earlier in this report that, generally, the less privileged communities and disadvantaged socio-economic groups tend to live in peri-urban localities where services are most inadequate. The peri-urban settlement of Kawama East provides a good example. With an estimated population of over 12,000 people and 3,800 housing units, the settlement has no proper infrastructure and sanitation facilities. As has already been indicated, the majority of the structures in the settlement are made of largely non-permanent materials. The means of access to the settlement consist of poorly-drained

earth roads and footpaths. Water supply is obtained from open wells, while pit latrines are used for sanitation. The main economic activities in the settlement are charcoal production and subsistence farming.

The municipal council, plagued by operational problems, has not been able to adequately provide services in peri-urban settlements, a situation that makes living conditions in the settlements much more difficult than in the formal housing areas.

It has been indicated that the council strives to collaborate with other institutions and with communities as an innovative means of providing services. In other words, involvement of communities and other institutions has been used as the means through which contribution towards development activities is mobilised, reducing the demand placed on the council's meagre resources.

The needs assessment conducted in Kawama East has established that there is considerable self-reliance among members of the community. For instance, the residents have provided basic infrastructure, such as open water wells, pit latrines and earth roads.

8.1.2 Co-operation between the public sector and local communities

This subsection summarises the collaboration between local communities and public-sector institutions. As was indicated earlier, planning is the process through which resources are mobilised, allocated and used, and participation is the means through which community contribution is mobilised towards provision of services. It has also been indicated earlier that participation in planning gives communities the power and control over their affairs, and makes them more self-reliant and self-sufficient.

Participation of communities in development occurs well where there are adequate public-policy provisions and where communities have the capacity to put the policy into practice.

It has been indicated before that the Zambian government has used various forms of organisation to decentralise decision-making power. For instance, the government used development committees in the 1960s, the Local Administration Act No. 15 of 1980 in the 1980s, and the Local Government Act No. 22 of 1991 in the 1990s. Although these provisions emphasised decentralised decision-making, they did not effectively provide an appropriate framework for participation. These provisions, nevertheless, signified a shift in policy on development, from a centralised planning system, to a decentralised one. Centralised planning has, however, been proven to be incapable of effectively addressing local problems and exploiting local potentials.

It was mentioned earlier in the report that during the 1990s, the government had embarked on reforms that present, among other things, an environment in which communities can identify projects and participate in managing the projects. In line with these reforms, in 1995, Cabinet Office Circular No. 1 of 1995 was released to institutionalise an administrative framework for development planning and co-ordination, a framework that has been used to establish DDCCs that link communities to the district planning process. It has already been shown that participatory development planning is possible only in a democratic environment, and the council and other local organisations in the DDCC framework provide an appropriate environment for community participation in the district planning process. The major role of the DDCC in this situation is to provide a forum for dialogue and co-ordination on district development issues.

8.1.3 Development facilitation through the DDCC

The extent to which the DDCC facilitates participatory communication and development planning is summarised shortly.

First, it has been reported that the DDCC has tended to have negligible influence over district development, having little authority even over resources for development, such as the CDF.

Secondly, members of the DDCC tended to be apathetic to DDCC duties and meetings. The apathy was so great that participation of members in meetings of the DDCC was usually inconsistent, a situation that tended to compromise effective functioning of the institution.

Thirdly, the DDCC initially had no clear purposes and policy documents. This implied that the DDCC had no clear vision and direction for district development, and this contributed to the apathy exhibited by members.

It has already been illustrated that the capacity of the municipal council to provide services has been diminishing due to a number of factors. These factors include the government's reduced support to councils, centralisation of resources from local taxes, commercialisation of councils' water and sewerage departments, and the loss of rent-revenue following the 1996 presidential directive to sell councils' housing stocks.

As indicated earlier, the operations of the DDCC depend largely on the resources of the council. Ultimately, the council's reduced resource-base tends to compromise the capacity of the DDCC to facilitate participatory communication and decentralised development. It was also established that the DDCC had limited capacity to mobilise resources and to lobby government for resources, or to help communities do so.

It has also been shown that the DDCC is a rich human resource-base that can be exploited with improved collaboration among members. The membership of the DDCC consists of professional and technical people from various fields, who work through field extension workers. It has further been established that the council is a permanent local government institution, which can be used as a channel of communication between district-level institutions and communities. Despite the presence of a rich human resource-base, however, it was found that there has not been systematic human-resource development within the DDCC.

Furthermore, networking among DDCC member institutions, and with other local institutions and co-operating partners, was found to be poor. In addition, there was inadequate partnership between the DDCC and political leaders and communities.

8.1.4 Development facilitation through community institutions

The practical attachment also established that there is a high level of poverty and unemployment among local people, especially those in peri-urban settlements. The attachment also established considerable apathy and fatalism among the people, which have been attributed to poverty and the absence of tangible benefit accruing from participating in public affairs.

It has also been reported that the interaction between local communities and district-level institutions has tended to be haphazard and that, as a result, local communities had little motivation to share, acquire or use knowledge and skills to contribute towards their livelihoods.

It was also observed that community institutions have tended not to effectively facilitate participatory communication in district development because such institutions tended to be exclusive, and, in some cases, politically-partisan.

The practical attachment also found that there has not been a clear communication structure between district development facilitators and communities, except through sectoral channels. However, even the sectoral channels operated in such a way that the district facilitators still dominated the management of the programmes.

Community institutions are expected to help communities unite, generate internal power and gain confidence to demand their rights. The practical attachment found that community institutions in most settlements in Mufulira helped communities unite and co-operate to take action on their lives. Nevertheless, the institutions did not effectively

empower communities to demand and get their rights. For instance in Kawama East, communities initially had not only little confidence in public-sector institutions, but also in their own institutions.

Non-alienation, perceived choice, comprehensiveness, and accountability and transparency were expected to characterise participation of communities in district development. Community institutions, however, did not effectively foster meaningful participation. For instance, some residents in Kawama East felt distanced from activities of the RDC, misconceiving the institution as being a market advisory committee.

The community in Kawama East, for example, also generally felt alienated from the policy makers at district level, as shown during the recent community needs assessment. In addition, the community generally participated in activities of CBOs because they had little choice since these were the only institutions that addressed certain aspects of their livelihoods. The institutions did not comprehensively involve the residents throughout the planning process. In fact, the institutions implemented most activities without much involvement of the local people and often did not fully account for their activities to the people.

8.2 Conclusions and lessons from the findings

This section summarises the lessons learned from the findings of the attachment. The lessons derive from both the personal observations and experiences of this writer and the communication and development-facilitation problems of the DDCC.

8.2.1 Extent of participation facilitated by the DDCC

This subsection outlines conclusions and lessons from the findings of the practical attachment regarding the efforts of the DDCC in facilitating participatory communication and self-reliance.

8.2.1.1 Authority over development

It has been illustrated earlier in this report that the DDCC had negligible influence over district development, having little authority over development resources. It has also been indicated earlier in the report that any form of power derives from difference in access to resources and the values other people attach to the resources. It has further been indicated that power evolves from various sources that include position or authority, control of resources, social connections, expertise and control of information. The DDCC does not have much control over development resources, but has considerable expertise and information, which it can use to influence development.

The lesson from this situation is that the DDCC must be empowered to control some development resources, in addition to expertise and information, in order to effectively influence district development.

8.2.1.2 Motivation of DDCC members

The practical attachment also established that members of the DDCC were initially generally apathetic to DDCC duties, compromising effective functioning of the institution. Apathy among DDCC members has been a problem that requires collaborative management to effectively mitigate. For apathy to be dealt with, its root causes must be established and dealt with by members of the DDCC.

8.2.1.3 Vision for development

The practical attachment has shown that despite having a rich human resource-base, the DDCC had initially no strategic plan that charted a vision and direction for district development. Without a clear vision for development, the DDCC had no common instrument for monitoring development activities and evaluating the impact of such activities on the lives of local people.

8.2.1.4 Integration of development efforts

It has also been shown that the DDCC and the council serve both as resource-bases as well as channels of communication for local communities. Nevertheless, these institutions have not been effectively used to foster development owing to poor collaboration among their members. It was further shown that there has been inadequate partnership between the DDCC and political leaders and communities. This poor collaboration constrained integration of development efforts and sharing of innovations within the DDCC and with communities.

8.2.1.5 Collaboration between the DDCC and communities

The practical attachment has also established that communication between district facilitators and communities, largely through sectoral channels, made district facilitators dominate the management of development programmes, marginalizing communities to the role of recipients. In addition, the practical attachment has also shown that the haphazard interaction between local communities and district-level institutions has also tended to compromise knowledge-sharing among members of communities. This situation tends to stifle, rather than promote, participatory communication and self-reliant decision-making.

8.2.1.6 The usefulness of the DDCC structure

An important conclusion that can be drawn from the operations of the DDCC relates to the usefulness of structure in attaining institutional goals and policies. Experience has shown that any group of people that assembles for any length of time for any purpose, will inevitably structure itself in some way. For the group members to have the opportunity to be involved in the activities of the group, structures must be explicit. As outlined earlier in Chapter 7, structures alone cannot help an organisation attain its goals and realise its policies. In addition to structure, an organisation needs to set up

appropriate procedures and build sufficient capacities in its staff so that they are able to perform specific tasks to realise institutional goals. Similarly, this need applies to the DDCC framework.

8.2.2 Extent of participation facilitated by community institutions

This subsection outlines some lessons from the findings of the practical attachment focusing on the roles of community institutions in facilitating communication and self-reliant decision-making in communities.

8.2.2.1 Motivation of communities

The practical attachment has established that poverty and unemployment among the local people, especially in peri-urban settlements, has contributed to fatalism among the people. This has tended to make the people apathetic to external development interventions as well as local initiatives facilitated by community institutions. Generally, adults tend to be motivated to learn ideas that they perceive can be put into use to address their needs. Because of previous negative experiences, most local people in peri-urban settlements appear not to have faith in the new ideas that DDCC institutions have been marketing.

8.2.2.2 Extent of participation facilitated by community institutions

It has also been shown that not all community institutions are capable of facilitating participatory communication. The lesson from this observation is that institutions that are exclusive by nature cannot effectively and comprehensively help members of a community mobilise themselves to tackle issues that effect their livelihoods.

Community institutions have also been found not to effectively empower communities to have a say in public affairs. This has been largely because most of the institutions are

exclusive organisations that cater for the interests of small sections of society, and which do not command the confidence of the majority of local people. Most of the institutions, for instance, conceived development activities without much involvement of the potential and prospective beneficiaries. The lesson learned from this situation is that community institutions can only foster meaningful participation when they involve communities in the conception and management of activities. Such involvement also ensures that communities contribute towards, and sustain district development.

8.2.2.3 Collaboration between institutions and local people

The practical attachment has also established that local communities generally felt not only alienated from the policy makers at district level, but also from institutions at community level. An illustration of the effect of alienation of local people from the development process was the incident during the needs assessment in Kawama East when some traders at the main market exhibited disinterest in the proceedings of the exercise. Such a situation is not conducive for knowledge-sharing since development institutions have not built sufficient capacities in communities for the communities to unite in order to improve their lives by translating public policies into practice.

8.2.2.4 Significance of community institutions in self-reliance

The community needs assessment conducted in Kawama East provides lessons for future intervention in communities where agents of development or external facilitators have not played a significant role in the lives of local people. As indicated earlier in the report, initially, people in Kawama East generally perceived public institutions as being of little consequence to their livelihoods. The needs assessment also revealed that due to the consequent loss of trust in public institutions, local people, especially the less privileged, can actually lose confidence even in themselves, as evidenced by lack of co-operation among the people themselves.

8.3 Recommendations

This section gives recommendations for improved communication between agents of development and communities as well as within and among communities. The section suggests recommendations that are meant to improve the operations of the DDCC and community institutions in order to make the institutions more effective in facilitating participatory planning and development.

8.3.1 Improving DDCC operations

This subsection outlines recommendations to the DDCC for improved development facilitation. The subsection gives suggestions on how the DDCC should operate in order to build capacities in community institutions and to foster self-reliance among members of local communities.

8.3.1.1 Capacity-building within the DDCC

The practical attachment established that the DDCC has a rich human resource-base. However, a training-needs assessment workshop conducted in July 2000 also established that many members of the DDCC lacked certain skills that could make them more effective and responsive to the needs of local communities. Follow-up workshops addressed some of these training needs. This practical attachment report recommends further capacity-building of DDCC members to meet the following training needs:

- i. Advocacy skills;
- ii. Communication and facilitation skills;
- iii. General project management skills;
- iv. Knowledge of laws pertaining to land administration;
- v. Networking skills;
- vi. Operational and business planning skills; and,
- vii. Resource mobilisation skills.

8.3.1.2 Systematic planning for participation and development

The practical attachment also established that the DDCC had no strategic plan. As already indicated, the strategic planning workshop conducted in September 2000, as well as follow-up planning activities, helped the DDCC formulate a draft medium-term district strategic plan. This practical attachment report recommends that the DDCC should formulate specific, measurable and attainable annual operational plans to implement the vision of the strategic plan.

The practical attachment also established that there has been little effort on the part of DDCC institutions to mobilise resources. This report, therefore, recommends that the DDCC should help member institutions as well as community institutions and project committees formulate proposals and budgets to source support for planned activities.

8.3.1.3 Motivating and maintaining members' commitment

Apathy among DDCC members has been a problem that requires collaborative management to effectively mitigate. For apathy to be dealt with, its root causes must be established and dealt with by members of the DDCC. One reason for this apathy has been the perception by some members that the DDCC operates bureaucratically. The withdrawal, by the government, of the sitting allowances for meetings of the DDCC appears to have further discouraged affected members from consistently participating in activities of the DDCC.

It is recommended here that ways and means of keeping members motivated and committed to DDCC operations should be sought. Such decisions, and allocation of tasks in pursuit of the decisions, can be made during meetings of the DDCC.

8.3.1.4 Making optimum use of DDCC expertise

This practical attachment report recommends that where motivation seems to be problematic, members should maximise the opportunity to use the DDCC structure, as well as its expertise and other internal resources, to perform their duties and to lobby for support from external sources. The central government and other relevant authorities and financiers are the possible sources of assistance.

Although DDCC functions might appear like extra duties, members' roles in the DDCC can enhance their capacity to implement their individual institutional policies and programmes. This practical attachment report, thus, further recommends that members of the DDCC should maximize the use of the DDCC structure to share responsibilities, knowledge and resources.

8.3.1.5 Communicating public policies and stimulating development

As indicated earlier in the report, DDCC institutions have considerable expertise, with substantial knowledge and information that can benefit local communities. However, the institutions do not effectively communicate this knowledge and information to the communities. It is, therefore, recommended that agents of development like the DDCC should formulate and implement community education plans in order to help communities make the best use of public-sector policies for their benefit.

The practical attachment further established that the DDCC is limited in its capacity to manage development and that other stakeholders must be involved in the process. This report, therefore, recommends that the DDCC should focus its attention on providing guidelines for district development by formulating district development policies and communicating sectoral policies.

8.1.3.6 Managing information for district development

It has been indicated earlier in the report that components of a system, or members of an institution, depend on adequate information to control variables in the environment that allow the system or institution to adapt effectively to the wider environment. It has also been indicated that such adaptation is important because it is the means by which the system can get resources for survival from the environment. Similarly, institutions in the DDCC require information and knowledge in order to make the best use of policies.

Information is also important for community institutions because it helps the institutions have better control over factors that influence their survival. An information network and system makes the management of information in such a situation effective. For this reason, it is further recommended that the DDCC should concentrate on providing information for district development to other stakeholders using its district information network.

8.3.2 Improving facilitation of community institutions

This subsection gives an outline of recommendations for improved development facilitation on the part of community institutions. It suggests ways and means of building capacities in community institutions to help communities communicate and act positively upon their lives.

8.3.2.1 Linking communities to the district-planning process

The practical attachment has shown that the major constraint to the facilitation potential of community institutions has been the absence of a systematic link with the DDCC. Conversely, it has also been shown that making communities establish new structures each time an intervention is conceived tends to constrain the capacity of communities to contribute to the vision of such interventions. Thus, this practical attachment report

recommends the framework implied by Cabinet Office Circular No.1 of 1995, modified as Figure 8 treated earlier, to link communities through their own institutions to the district planning process.

8.3.2.2 Collaborating with communities to build their self-confidence

It has been shown earlier in this report that self-confidence within communities can be constrained by loss of faith in institutions. This report, therefore, recommends that the DDCC should help community institutions regain their significance in the lives of local people. To do this, the report further recommends that capacities should be built in community institutions so that the institutions are more capable of helping communities mobilise internal and external resources.

8.3.2.3 Empowering communities through income-generation

On the one hand, the practical attachment established that communities have been constrained from participating effectively in district development due to high incidence of unemployment and poverty. The participatory needs assessment, on the other hand, indicates that despite this poverty, there are opportunities in most local communities for income-generation. This attachment report, therefore, recommends that the DDCC should consider linking communities, through CBOs, to sources of assistance to help members of communities exploit existing opportunities. Involvement of members of communities in income-generating activities is expected to help households improve their incomes and livelihoods. It is further recommended that the DDCC should consider facilitating savings schemes for groups to build up resources for revolving funds.

8.3.2.4 Community participation in infrastructure development

It has already been established that the high incidence of unemployment as well as the poor living conditions in peri-urban settlements of Mufulira could be partly attributed to

lack of proper infrastructure to support economic activities and foster development. The report, thus, recommends that the DDCC should help communities mobilise, through their institutions, to formulate innovative ways to source external assistance and pool internal contributions towards the provision of basic infrastructure.

8.4 Summary

It has been shown in this report that communities living in peri-urban settlements, most of which are unplanned, make do with negligible services largely provided through their own initiatives. This is mainly because the council and other district-level institutions have been constrained by operational problems. This situation calls for innovative ways of involving local communities to contribute towards provision of services and infrastructure. In response to this need, public-sector institutions have been making efforts to mobilise communities towards interventions that are meant for the benefit of the communities. Communities have also been making efforts to make use of all opportunities to improve their lives. Nevertheless, institutions, especially those under the DDCC, and communities have not been able to communicate effectively to foster community development because of several constraints.

On the one hand, communities have not been able to effectively make use of such opportunities and other policy developments mainly because they have been preoccupied with the need to address their livelihoods under difficult conditions, constrained by, among other things, poverty and unemployment. For instance, local communities have exhibited fatalism towards development interventions because they have developed a low self-image after experiencing poverty and ill conditions for along time. There has also been considerable apathy among members of communities because institutions had in the past not assisted them to improve their living conditions. Development organisations should, therefore, not divorce themselves from communities even if the organisations do not have the capacity to give tangible support to the people: often even moral support and knowledge-sharing is good enough for the people.

On the other hand, the DDCC and community institutions have been constrained in their quest to help communities. The DDCC's apparent lack of authority over development and resources, for instance, has made members lose confidence in the institution. In addition, the haphazard interventions of DDCC member institutions have tended to worsen the situation, compromising the capacity of the DDCC to foster participatory decision-making in communities.

It is against the background just recapitulated that this report has made recommendations to improve the capacity of the DDCC and community institutions to facilitate self-reliance within and among communities. The report also makes recommendations to improve the capacity of communities to put the existing policies and provisions into practice for their own benefit.

The major recommendations, which have been made to improve participatory communication in district development, are summarised below:

- i. Capacity-building within the DDCC;
- ii. Systematic planning for participation and development;
- iii. Linking communities to the district-planning process;
- iv. Motivating and maintaining DDCC members' commitment;
- v. Making optimum use of DDCC expertise;
- vi. Communicating public policies and stimulating development;
- vii. Managing information for district development;
- viii. Collaborating with communities to build their self-confidence;
- ix. Empowering communities through income-generation; and,
- x. Facilitating community participation in infrastructure development.

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Appendix 1:

a) Top ten causes of OPD attendances, first half of year 2000

Disease	Under 5s	Above 5s	Total
Malaria	9,088	11,983	21,071
Respiratory infections (non-pneumonia)	6,871	11,983	21,071
Diarrhoea (non-bloody)	6,871	11,292	18,163
Trauma	641	2,900	3,534
Intestinal worms	1,150	1,401	2,551
Skin infections	792	1,198	1,981
Ear, nose, throat infections	384	1,393	1,777
Eye infections	650	995	1,645
Dental diseases	32	723	755
Sexually transmitted infections	26	612	638
Respiratory infection: pneumonia	269	241	510
Anaemia	255	217	472
Tuberculosis (suspected and confirmed)	22	296	318
Total	21,903	35,149	57,057

Source: Mufulira District Health Board, 2000

Appendix 1 (continued):

b) Top ten causes of admissions, first half of year 2000

Disease	Under 5s	Above 5s	
Malaria	707	1,090	1,799
Complications of pregnancy		382	382
Diarrhoea (non-bloody)	161	202	363
Respiratory infections (non-pneumonia)	131	142	273
Tuberculosis (suspected and confirmed)	60	187	247
Anaemia	7	209	216
Respiratory infection: pneumonia	128	79	207
Cardio-vascular diseases	84	97	181
Skin infections	8	102	110
TOTAL	1,310	2,568	3,878

Source: Mufulira District Health Board, 2000

Appendix 1 (continued):

c) Top ten causes of mortality, first half of year 2000

Disease	Under 5s	Above 5s	
Malaria	47	70	117
Tuberculosis (suspected and confirmed)	2	90	92
AIDS (suspected and confirmed cases)	17	58	75
Respiratory infection: pneumonia	14	13	27
Protein/energy malnutrition	23	2	25
Diarrhoea (non-bloody)	7	15	22
Anaemia	12	9	21
Cardio-vascular diseases	5	13	18
Respiratory infections (non-pneumonia)	5	9	14
Meningitis	3	10	13
TOTAL	135	289	424

Source: Mufulira District Health Board, 2000

Appendix 2:

a) Instrument for review of development communication support

Type of support	Communication and planning activities	Outputs	SWOT analysis
1. Human resource development <i>a)</i> Leadership skills <i>b)</i> Group dynamics. <i>c)</i> Organisation.			
2. Development planning and communication: <i>d)</i> Planning process. <i>e)</i> Development methodologies and approaches. <i>f)</i> Communication strategies.			

Appendix 2 (Continued):

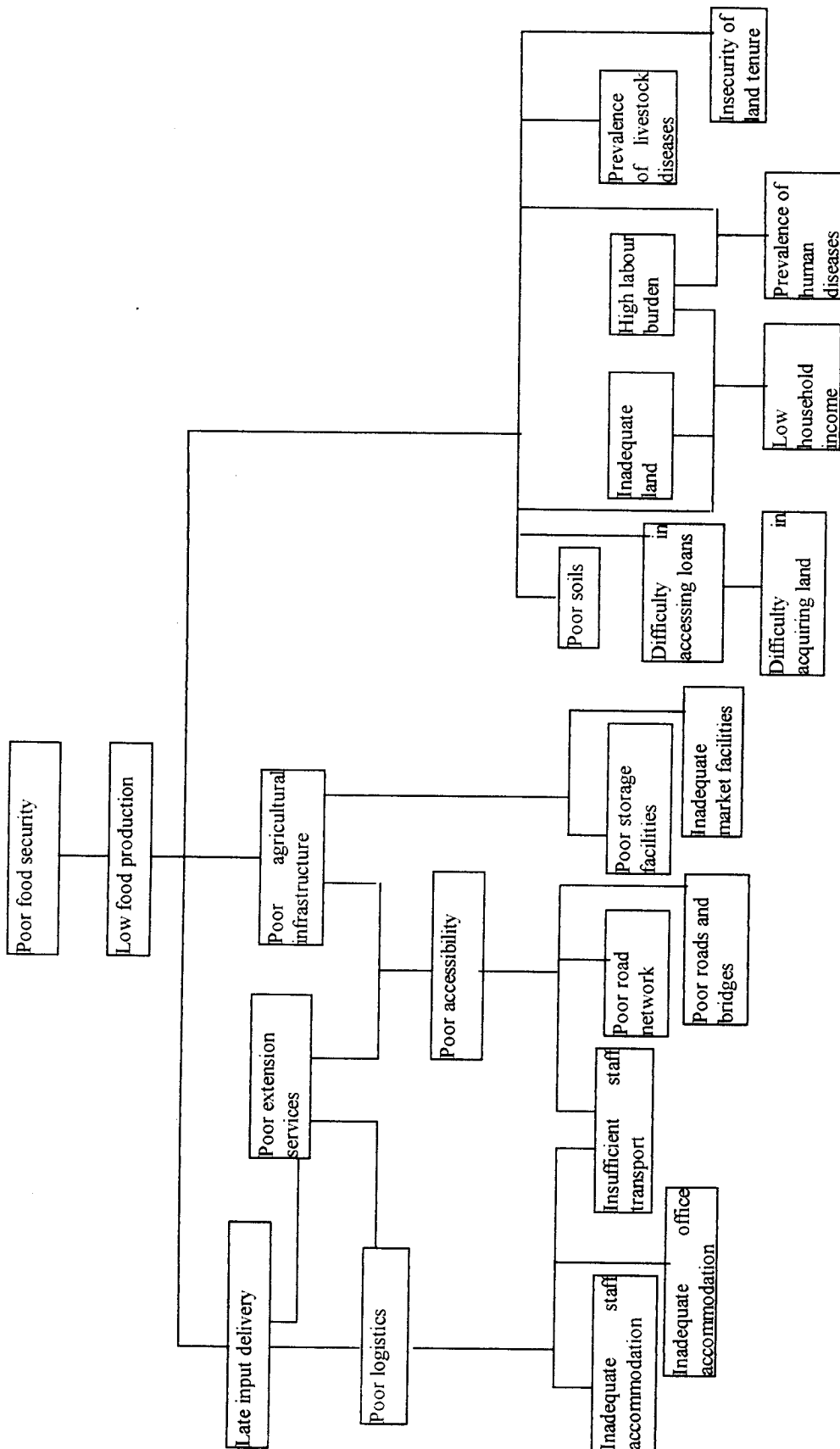
b) Instrument for review of community-level development communication

Type of activity/process	Indicators
1. Coverage of communication facilities or forums	Availability
	Accessibility
	Affordability
	Control/ownership
	Quality of messages
2. Process for empowerment	Training of members of community institutions
	Supervision and monitoring by district-level staff.
	Information, education and communication (IEC) strategies.
3. Community participation	Quality of participation
	Evidence/demonstration of participation
	Methods of involvement/participatory communication tools
	Evidence of intersectoral co-operation
	Appropriateness of communication technology
	Incorporation of indigenous knowledge
4. Behavioural changes	Knowledge
	Attitudes
	Practices

Appendix 3:

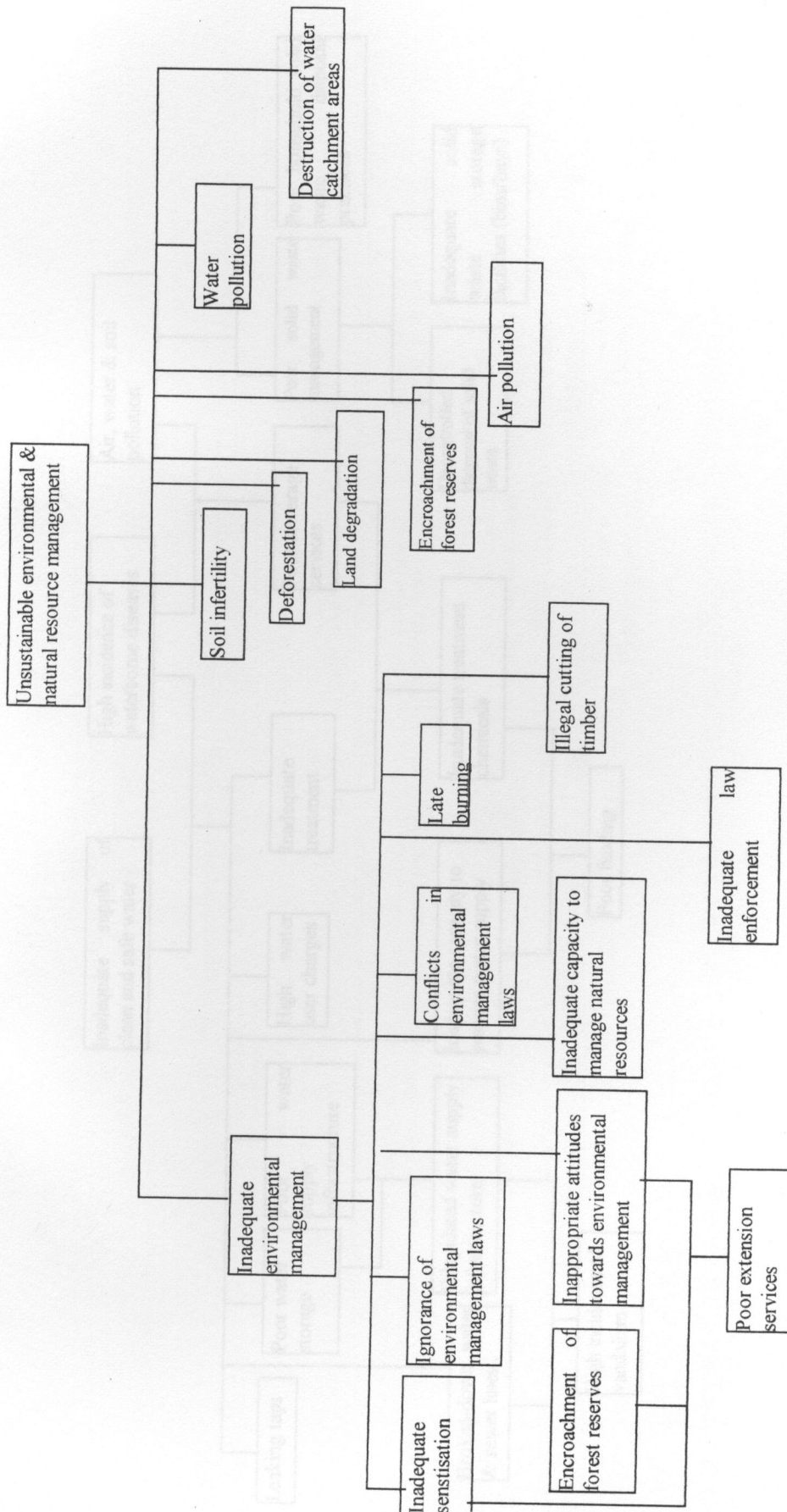
Problems constraining development in Mufulira District

1. Agriculture

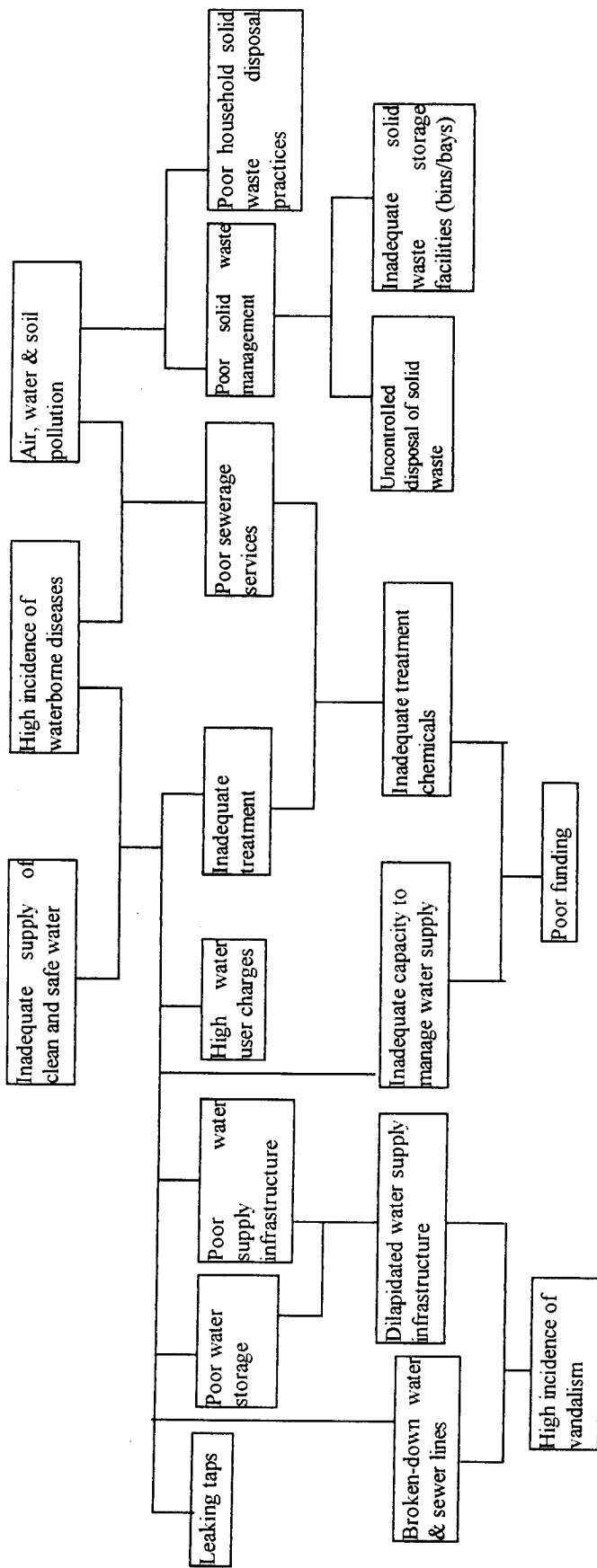


Appendix 3 (Continued):

2. Environment and Natural Resources

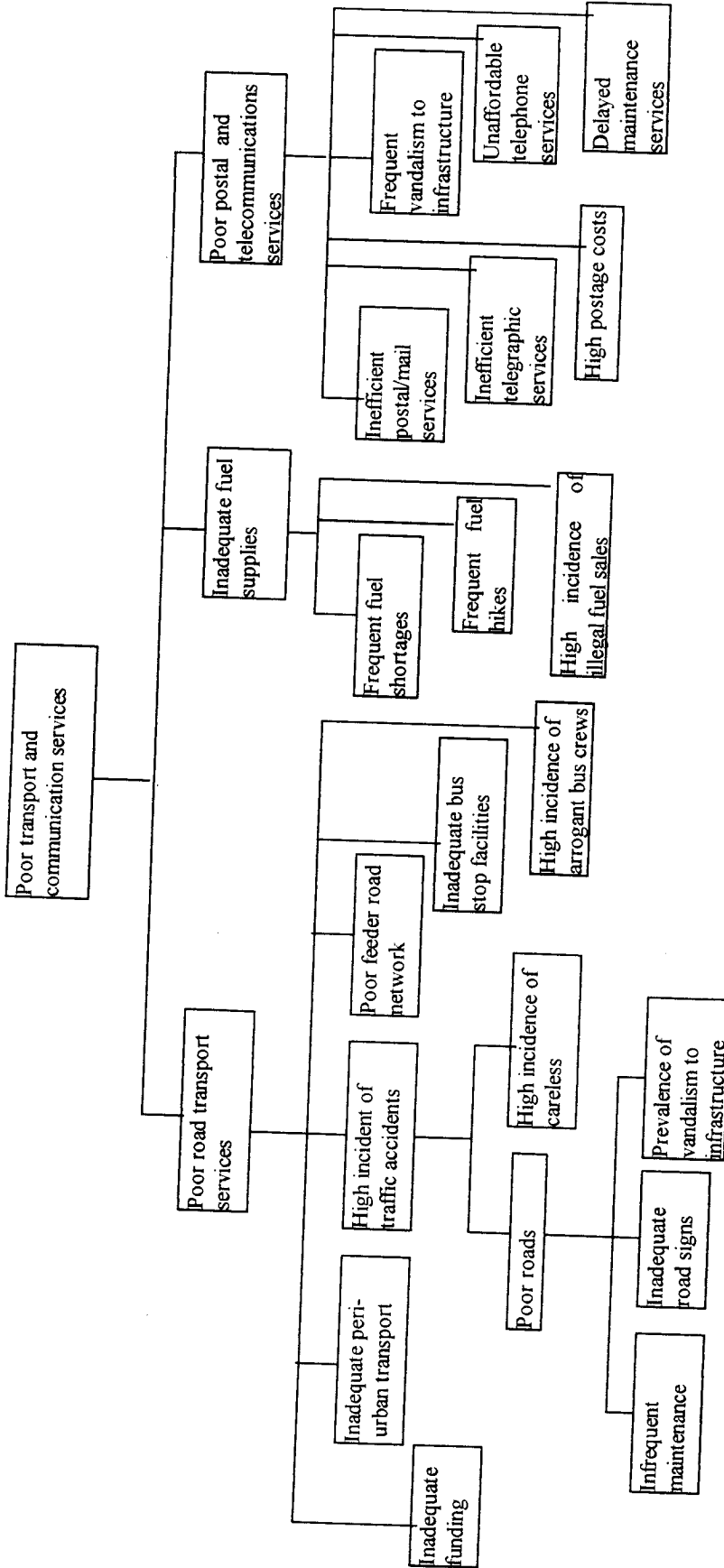


3. Water and sanitation



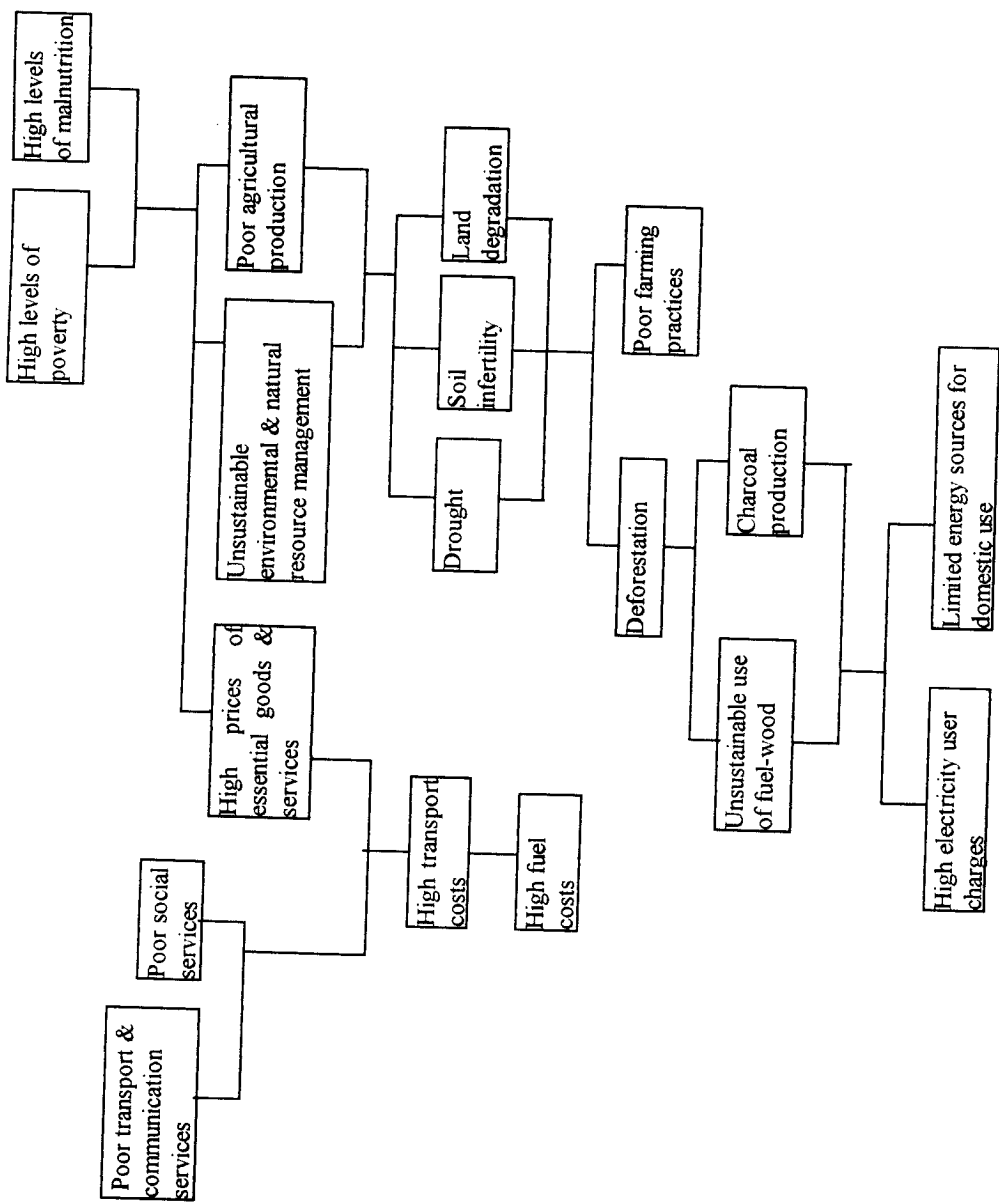
Appendix 3 (Continued):

4. Transport and communications

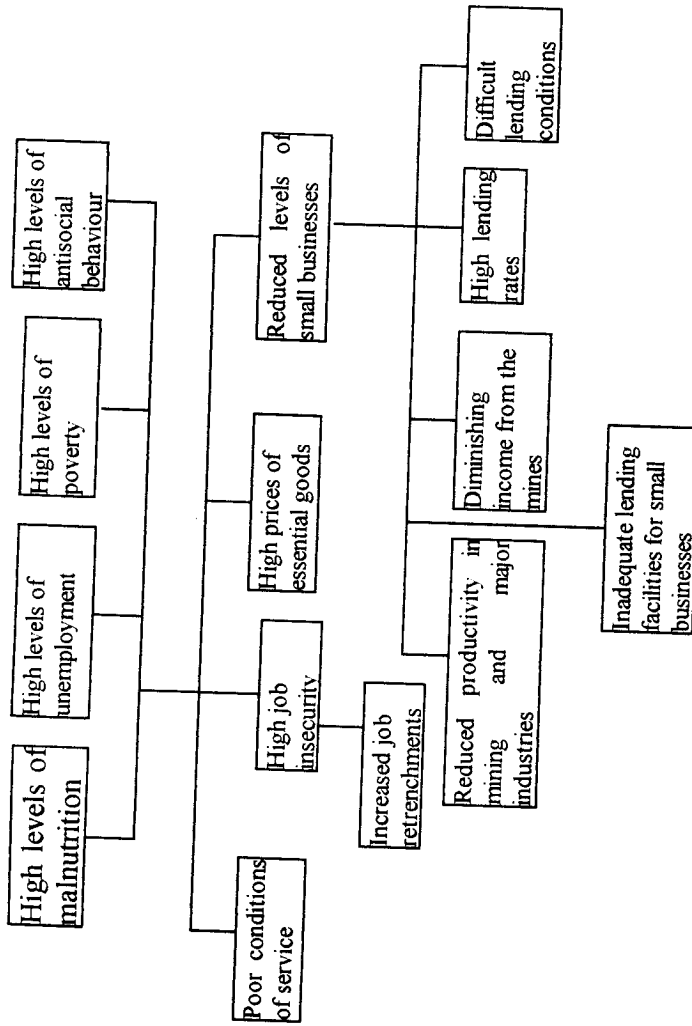


Appendix 3 (Continued):

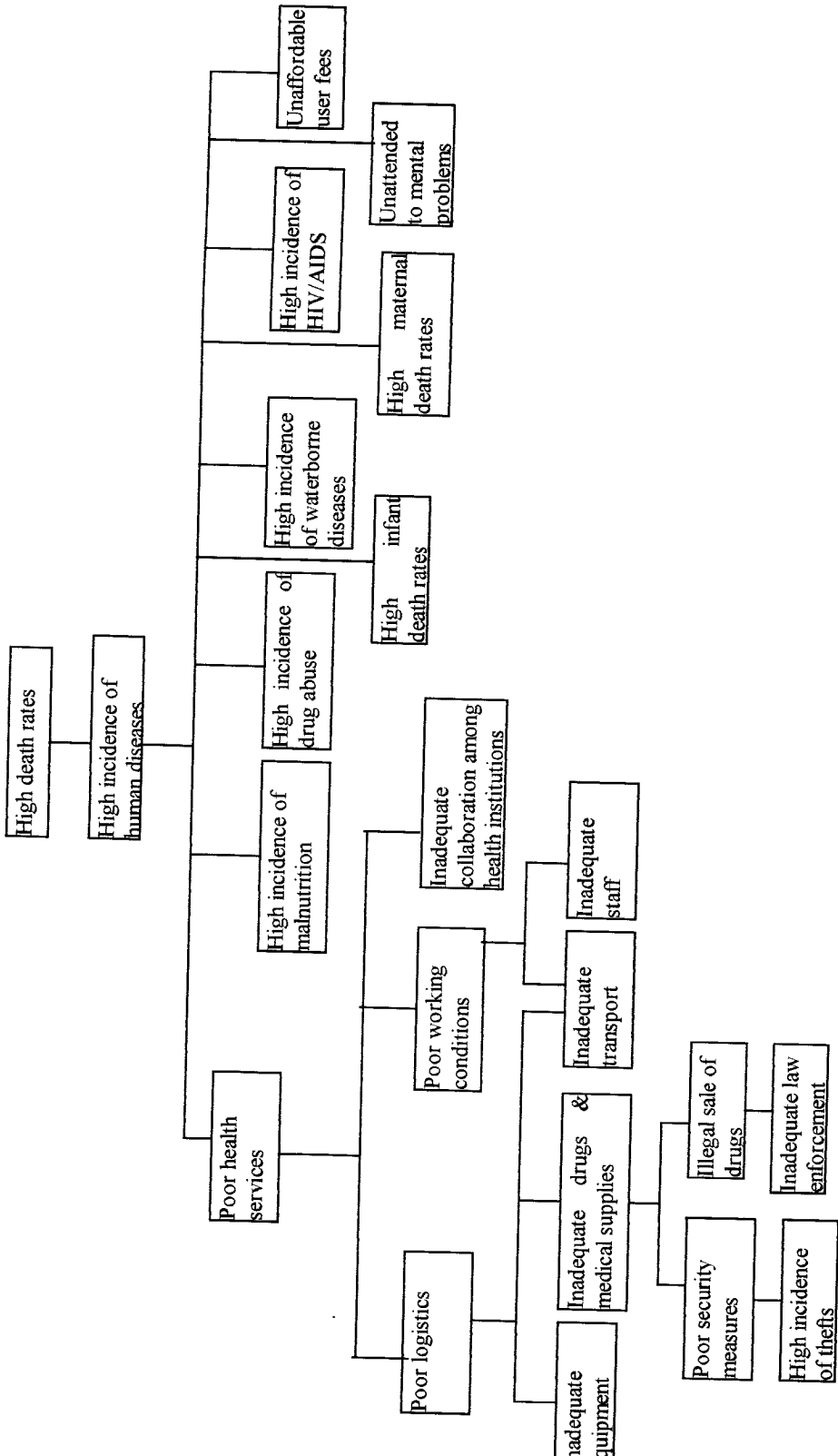
5. Energy



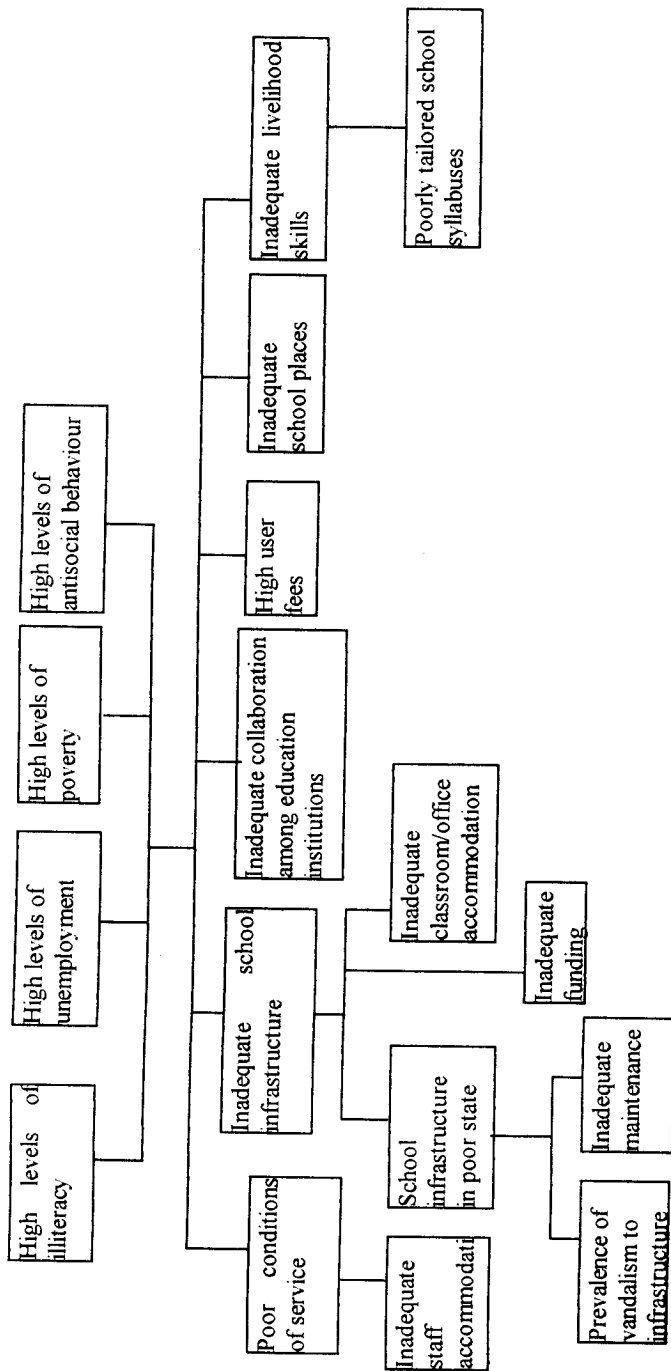
6. Commerce and industry



7. Health



8. Education



Appendix 4:

List of elected councillors at Mufulira Municipal Council

Serial No	Name of Ward	Name of Councillor	Address
1	Buntungwa	Chola K Chansa	MB 11, Chibolya
2	Butondo	Amos Silwimba	G19, Butondo
3	Bwafwano	Harrison Mambwe	Plot 1855 Kambalange
4	Bwananyina	Evaristo k Masombo	B 40 Kawama East
5	Bwembya Silwizya	Joseph K Mulenga	25/9, Kantashi
6	Cha Cha Cha	Paul Mashala	Plot 60, Chibote
7	David Kaunda	Levis Bwacha	19 Chumbu Street, Orchard
8	Fibusa	Emanuel A Sandi	41/A, Butondo
9	Francis Mukuka	Mary B Njalamina (Ms)	9 Kambalange Drive
10	Hanky Kalanga	Gift C Mushinge	48 Entebbe Avenue
11	John Kampengele	Alfred Kabwe	MD 18, Mweoupya
12	Kafue	Filimon Kaluba	KL 47 Security Camp, Kafironda
13	Kamuchanga	Aram G Chibwe	KSQ 67A, Kalukanya
14	Kansuswa	Edward T Mwansa	V 34, New Kansuswa
15	Kasempa	John Banda	X 52, Kamuchanga
16	Kawama	Leonard Y Nkhuwa	Plot 1428, Kalukanya
17	Kwacha	Michael Chisanga	123/, F Kankoyo
18	Luansobe	Goodson C Mwape	C 131, Zimba Compound
19	Maina Soko	Shadreck Musozya	Plot 2380 Kombe Avenue
20	Minambe	Eric B Bwalya	104 Gashi Avenue
21	Mpelembe	Uwen Shichone	D38, Butondo
22	Mulungushi	Joseph Chikombola	201/2, Kantanshi
23	Murundu	Astrida K C Chibwe (Ms)	Plot 301 fipepe
24	Mutundu	Asard Banda	Farm No. 1 Mutundu Smallholdings (corner Bar)
25	Shinde	Wankishi T Nkandu	262/3B, Kantashi

Appendix 5:

List of members of Mufulira District Development Co-ordinating Committee

Serial No	Name of member	Title/post	Institution	Telephone No.
1	Anastasia Mphanza	District Registrar	Ministry of Home Affairs	02-410966
2	Astrida K Chibwe (ms)	Chairperson	Mufulira Women Entrepreneurs	096-780518
3	Beatrice Miti (Ms)	Chairperson	Hope Foundation	096-788206
4	Bernard Chishimba	Co-ordinator	MPUDF	02-410432
5	Charity N Mpande (Ms)	Town Clerk	Mufulira Municipal Council	096-780046
6	Charity Tembo (Ms)	Chairperson	PPAZ	-
7	Charles C Mwandila	Director of Administration	Mufulira Municipal Council	096-786184
8	Christopher Sinyinza	District Environmental Facilitator	Mufulira Municipal Council/ESP	02-411178
9	Elizabeth Chilombo (Ms)	Chairperson	Pan African Christian Women's	02-411178
10	George C Mukuka (Dr)	Director	Mufulira District Health Management Board	-
11	Hyman Hamududu	District Intelligence Officer	Office of the President	02-412237/ 411911
12	Jessie Mulenga (Ms)	District Social Welfare Officer	Ministry of Community Development	02-410230
13	John Mashilipa	Director of Engineering	Mufulira Municipal Council	02-411657
14	John Chinyama	District Works supervisor	Ministry of Works and Supply	02-412036
15	Laisi A Mutetwa	Commanding officer	Zambia Police, Ministry of Home Affairs	02-410178
16	Larson Michelo	Director of Housing	Mufulira Municipal Council	02-412482
17	Mabvuto Mwamba	Chairperson	NGO Network	-

Appendix 5(Continued):

List of members of Mufulira District Development Co-ordinating Committee

Serial No	Name of member	Title/post	Institution	Telephone No.
18	MacDonald Mtine (Alderman)	Chairperson	District Agriculture Committee	-
19	Mattias Kanini	Acting District Education Officer	Ministry of Education	02-410622
20	Monica Z. Tembo (Ms)	Forestry Officer	Forestry Department	02-412396
21	Paul Chaikatisha	District Administrator	Office of the President	096-902821
22	Petros Watambwa	District Agriculture Co-ordinator	Ministry of Agriculture, Food and Fisheries	096-902821
23	Philip Banda	Principal Resident Magistrate	Ministry of Legal Affairs	-
24	Pricilla Simukoko (Ms)	District Information Officer	Zambia Information Services	02-412159
25	Raphael Kamanga	Administrative Officer - DPU	Mufulira Municipal Council	096-902528
26	Richard Chta	Director of finance	Mufulira Municipal Council	02-411657
27	Robert Mbulo	Roads Superintendent	Ministry of Works and Supply	-
28	Rosemary Musanya (Ms)	District Community Development Officer	Ministry of community Development and Social Services	02-412036
29	Stephen Mumba	Chairperson	CINDI	-
30	Webster Kabanda (Dr)	District Veterinary Officer	Ministry of Agriculture, Food and Fisheries	-
31	Wefala Walima (Reverend)	Chairperson	Local Christian Council	

Appendix 6

List of key informants from communities

Serial No.	Name of informant	Sex	Address	Title/post (if any)
1.	Agnes Sakaria	Female	J70, Kawama East	
2.	Alphonsio Mpundu	Male	Kawama East	RDC member
3.	Anne Kaputo	Female	B 116 Kawama East	
4.	Betani Simabelo	Female	E56, Kawama East	RDC member Chairperson
5.	Charles Chebu	Male	Kawama East	RDC member
6.	Catherine Chabwe	Female	Kawama East	RDC member
7.	Charity Malulu	Female	Kawama East	
8.	Charity Mwape	Female	O386 Kamuchanga	
9.	Clara Balato	Female	J 59 Kawama East	
10.	Dyness Kabuya	Female	D 28, Kawama East	
11.	E Chisenga	Male	Kawama East	RDC member
12.	E Mwewa	Male	Kawama East	RDC member
13.	E Nkandu	Male	Kawama East	RDC member
14.	Edah Mulenga	Female	A 99, Kawama East	
15.	Elizabeth Kalusha	Female	A 201, Kawama East	
16.	Estella Chisala	Female	A 98, Kawama East	
17.	Eunice Kahemba	Female	A 112, Kawama East	RDC member
18.	Felista Mataka	Female	D106, Kawama East	
19.	Felistus Mutale	Female	E 96, Kawama East	
20.	Getrude Mulala	Female	Kawama East	RDC member
21.	H Kazembe	Male	Kawama East	RDC member
22.	Helga Balato	Female	J 59, Kawama East	
23.	Henry Mubanga	Male	A 61, Kawama East	RDC member
24.	J Kamanga	Male	Kawama East	RDC member
25.	J Ngulube	Male	Kawama East	RDC member
26.	Lemon Nkonde	Male	Kawama East	RDC member
27.	M Mwanza	Male	Kawama East	RDC member
28.	Margaret Chishimba	Female	B 100, Kawama East	
29.	Margaret Nkonde	Female	A 42, Kawama East	
30.	Martha Anansu	Female	A 121, Kawama East	
31.	Maltidah Kaoma	Female	J 58, Kawama East	
32.	Maurine Namwinga	Female	Kawama East	RDC member
33.	Patricia Mofu	Female	F 21, Kawama East	RDC member
34.	Pauline Kantotoka	Female	B 102, Kawama East	RDC member
35.	Petronela Chabala	Female	B 22, Kawama East	
36.	Phales Nyirenda	Female	A 95, Kawama East	RDC member
37.	Rosemary Mwaba	Female	E 80, Kawama East	RDC member
38.	Theresa Kangwa	Female	Kawama East	
39.	Theresa Mumba	Female	A 118, Kawama East	
40.	Trifinia Masiliso	Female	87 Kamuchanga	
41.	Vivien Chalwe	Female	B 66, Kawama East	
42.	Vivien Ngosa	Female	B 38, Kawama east	