

**STRENGTHENING CAPACITY OF WATER UTILITIES TO
PROVIDE WATER SUPPLY AND SANITATION SERVICES,
ENVIRONMENTAL AND HYGIENE EDUCATION IN A
SUSTAINABLE WAY TO LOW INCOME URBAN AREAS.**

CASE STUDY OF LUSAKA WATER AND SEWERAGE COMPANY

Practice Number 3

**Community Organisation, Systems and Approaches to Peri Urban
Water Supply with reference to Chipata Compound.**

Authors:

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DESCRIPTION

CONTEXT

CARE International has been working on peri urban self help projects since 1992 and has established considerable experience in working with urban communities on development projects. This practice deals with the role of community organisations in management of water supply services and focuses on the experience of Chipata Compound in Lusaka. Chipata Compound is one of Lusaka's unplanned settlements which have mushroomed around the city perimeter. It is situated east of the Great North Road and has a population of 43,393, comprising of 6,325 families with an average family size of 6. Chipata Compound, like many other compounds in Lusaka, suffered from a severe shortage of water. It was noted that water facilities that had been installed during the 1970's had deteriorated to such an extent that supply was intermittent or non-existent. Thus, when an extensive appraisal and needs assessment exercise was undertaken by residents and NGO staff in late 1994, Chipata residents clearly identified water system improvement as their top priority.

In mid-1995, a group of residents, Lusaka City Council officials, LWSC and the NGO began planning a process that would mobilise wide participation and lead towards the implementation of a new water supply system. From the beginning, the concept was that local residents would manage the water system operation and maintenance, including its financial management. Under the previous political system Ward Development Committees (WDC) were established and tended largely to focus on political activities. With the change of Government in 1991, and the emergence of a multi party state, WDC's were abolished, and replaced by Residents Development Committees (RDC). As non partisan organisations, RDC's began to concentrate purely on the development needs of local residents. After the change of Government in 1991, a National Steering Committee was established comprising of selected Council Directors, and chaired by the Ministry of Local Government and Housing. The National Steering Committee was given the task of developing a number of initiatives to promote and facilitate the process of community development. One initiative was the development of an RDC constitution. This was later adopted by all Councils, and used as a model for further refinement by individual RDC's. The RDC system is being introduced throughout the whole of Urban Zambia, mainly by the local authority but also by NGO's working at community level. This framework provided the basis for the case study being presented.

What is the practice

The practice describes community institutional structures and systems level and their role and functions in relations to management of water supply. Representative community organisational structures that participate in the planning, implementation and subsequent management of the water service, and the problems encountered are described.

What is the purpose

The purpose of establishing these structures/system was to improve water service delivery in the community and institute a sustainable management system in an environment where traditional service providers were failing. The intention at the outset was therefore that local residents would manage the water system operation and maintenance, including its financial management.

Who initiated it/ manages it

The community management system which serves a broader function than just water supply was introduced to the Chipata community by an NGO - Care International; in consultation with LWSC and Lusaka City Council. The LWSC has since taken up the initiative in development of a peri-urban policy and peri-urban unit to work with communities and NGOs in other areas of Lusaka. The leadership of Care in development of the approach was crucial.

The Ministry of Local Government And Housing has produced a policy paper on decentralisation which recognises RDC's as appropriate sub-district planning structures. The Ministry feels that RDC's are viable as non-partisan, development orientated committees, but recognises that viability depends on the goodwill of the area MP's, Councilors, political parties and councils. This policy development has had an important positive impact, which has contributed to the recognition of RDC's as viable sub-district planning and decision making structures. RDC's are voluntary associations and therefore do not exist in all settlements although their establishment is supported by government policy. On the basis of the decentralisation policy, the failure of conventional service delivery mechanisms and international recognition of the importance of community contributions, Care spearheaded the implementation of the programme in Chipata compound. The now completed water system is wholly owned and managed by the Residents' Development Committee on behalf of the residents of Chipata, with support from Lusaka City Council. The RDC is registered as a private law

LCC. The community is represented at the lowest level by an elected Zone Development Committee who elect two representatives to a Forum of Zone Representatives. The Forum elect the RDC.

The completed project involved extensive contributions from community based organisations in terms of organising and educating residents as well as contributing to the design of construction, operations and maintenance. For example, decisions about the placement and design of the communal water points, and the residents monthly fees and capital contributions and hours of operation of the taps were taken by community based organisations.

PROCESS AND APPROACH

What are the tools and methods used

Establishment of community institutions.

RDCs have been established in many of the Lusaka high density, low income communities and experience has been gained in their operation over several years. The RDC may be formed from direct elections and this has been the situation in many compounds. An alternative approach, especially for large communities, has been the creation of a tiered community representation. The following describes how the Chipata RDC was formed. Other NGOs and the Lusaka City Council are building on the model piloted by CARE, establishing similar RDC structures in other areas.

The development of the RDC was overseen by a project steering committee established by CARE with membership from other NGO's, LWSC and Lusaka City Council. The steering committee further developed the RDC constitution into the one that is presently being used in all RDC's Lusaka (see Annex 1).

Compound Level Meetings

In May 1995, planning meetings were held with key stakeholders, including the Assistant Director and Chief Housing Officer, Housing and Social Services Department of Lusaka City Council, Peri-Urban Officer, Lusaka Water and Sewerage Company and members of the community. These meetings were instrumental in developing clear lines of communication and joint ownership among the key agencies from the beginning.

Compound-wide meetings' of over 50 key organisations and leaders, and all other interested parties, were then organised to give broad consent to project. Awareness and commitment to the project were raised by analyzing the effect of limited water on different people; making public the amount of money and time being spent on water collection, and highlighting the different roles played in relation to water use and management.

To increase the degree of residents' ownership of the meetings, and build some momentum, several community members began an assignment to demarcate zones. The rationale for dividing the compound into zones was that zone-level meetings would allow more people to be reached and drawn into the process. These zones would become units for organisation, construction, operations and maintenance of the future water project.

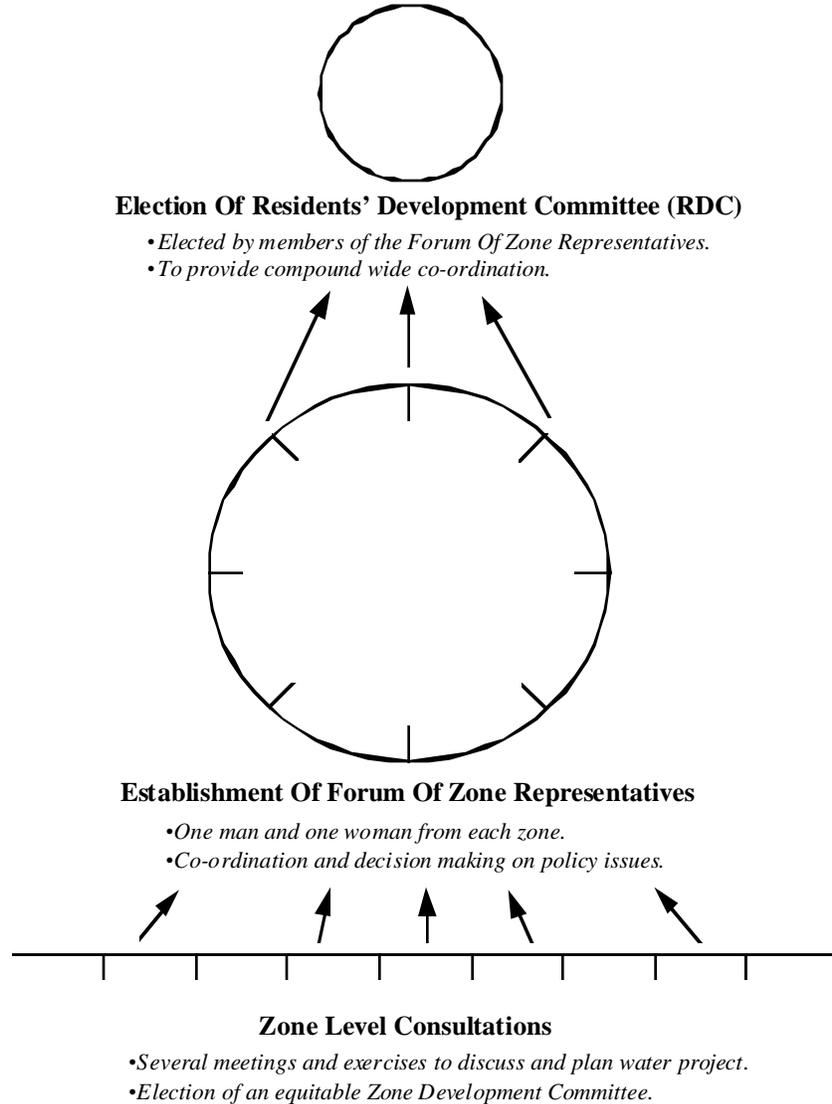
The zone demarcations were presented to a compound-wide meeting, together with some more detailed information on aspects of the technical design, and questions were asked as to the kinds of contributions residents should make to the project. Small groups were formed amongst the participants, each representing the three regions of Chipata Compound, to discuss the level of cash contributions, they felt would be appropriate. The same small groups elected three people to be members of a Water Working Group (WWG).

The WWG became a focal point for participation of the residents, and received specific training, took part in planning, helped with compound zoning and siting of boreholes, and led zone-level meetings, reporting back periodically to compound-wide meetings. In mid-1995, sufficient planning and design work had been done and an outline of construction, operation maintenance, and finance elements of the project were presented to the residents to form a shared vision of the project.

Based on an initial approximation of capital costs, the WWG decided that each family should

discussed with and accepted at a compound wide meeting. At another compound wide meeting, an institutional model was proposed, showing how zone-level meetings would lead to election of Zone Development Committees (ZDC), a Forum of Zone Representatives (FZR), and then into a Residents' Development Committee (RDC). This is illustrated in Figure 1.

Figure 1 : Structure For A Democratically Elected Residents Development Committee.



The strengths of this model lies in the wide participation of residents, with emphasis on women, and clear accountability links between the grass-roots, Zone Development Committee (ZDC) and overall Chipata Residents' Development Committee (RDC).

ZDC

The cornerstone of the start up phase of the project was the zone-level meetings. The first trial run zone-level meeting, was attended by 98 people, most of whom were women. The meeting discussed the issues and actions related to the water problem, and the roles of community, WWG and CARE. Although interest was initially low in southern Chipata, due to the fact that water was still intermittently available, and confusion over previous water-related meetings which had been held with another organisation, persistent efforts eventually resulted in the election of Zone Committees in all 39 zones.

Meanwhile a baseline study commenced in late 1995, which added considerable detail to the

water, and with families consuming over 100 litres/day (a very modest amount), this resulted in a monthly household expenditure of over K7,500. Another group of residents, numbering over 40% of respondents, paid K150 for boys to collect 20 litres of water for them, so one such family consuming 100 litres/day would spend K22,250 in one month on water alone. This amount of monthly financial expenditure had an obvious negative impact in terms of household livelihoods. Many household members were also found to be spending many hours collecting water each day.

FZR

Following the final Zone Development Committee elections, 2 representatives from each Zone (1 male and 1 female) were nominated to the Forum of Zone Representatives, which began to meet to review and approve aspects of the technical design that needed urgent attention. For example, the siting of water points, conducted by the WWG in late 1995, had to be revised, and this was discussed with, and approved by, the FZR. Other issues were raised which led to activities for Zone Committees, such as drawing up large maps of their own zones to assist residents to understand demarcations. Once all Zone Committees were elected, a 2-day orientation meeting was held with the FZR, to ensure that everyone had at least a basic level of understanding of the water project, and to prepare for the RDC election. This was seen as a crucial meeting, since the FZR would need to remain as a strong body able to oversee development in Chipata Compound, and resist the temptation to leave everything to the RDC.

MISSION SECTION ON RDC

How is it being implemented

Following the establishment of these community institutions and the implementation of the water supply project the community is now responsible for ongoing management. Care, LCC and the LWSC continue to provide backup in terms of advice and capacity building and monitor the performance of the service. The RDC is a legal entity registered with the Registrar of Societies and thus can own property, sue and be sued.

The community structures established for the water programme, are generic systems used for communication by several organisations working with the community and for community decision making. In this general context the roles and responsibilities of the community can be described as in the following Table.

Roles and Responsibilities

<u>ZDC</u>	<ul style="list-style-type: none"> • Grassroots connection with residents - primary point for encouraging participation. • Primary point of accountability of RDC structure to residents. • Co-ordinate implementation of water project at zone level. • Carry out appraisals and consult with zone residents to come up with future zone-level projects. • Gather ideas with zone residents to take to the Forum of Zone Representatives for future compound level projects.
<u>FZR</u>	<ul style="list-style-type: none"> • Make compound policy decisions. • Receive reports from RDC and review progress of compound-wide projects, give input, and evaluate. • Periodically hold meetings that are open to other residents who are not members of ZDC's, e.g. leaders from other CBO's such as churches, associations, etc. • Compound-wide meeting of representatives to bring ideas from the grassroots, to make decisions on major projects to undertake in the future.
<u>RDC</u>	<ul style="list-style-type: none"> • Co-ordinating major compound projects on a day-to-day, week-to-week basis, and providing leadership to ZDC's in taking on development roles. • Reporting to the Forum of Zone Representatives. • Representing the compound with outside agencies.

The water supply system implemented by the community consists of a groundwater supply to overhead tanks which is then reticulated to 39 community taps. The system only serves Chipata and does not draw from the main LWSC supply system.

The management system for the water supply project is under the RDC. The RDC has an office in the compound which is staffed by a Senior Revenue Collector (also acts as the chief administrator) and three cashiers who are all paid by the RDC from the water revenue. A representative from the LCC who assists in verifying the monies collected is also attached to the office. The RDC has opened two bank accounts with the LCC as co-signatories. One account is for capital replacement and the other for operating costs. The RDC also employs 40 people as tap attendants. They do not collect revenue and are supervised by the Zone leaders with occasional inspections by the RDC. The LCC act as an independent auditor for the community and provides financial oversight.

ANALYSIS

Service providers

There are two service providers to be considered. The first is the LWSC as the official agency responsible for service provision and the second is the RDC as the actual service provider.

LWSC

From the perspective of the LWSC Chipata provides a successful example of a standalone sustainable peri-urban water supply. Chipata provides little demands on the LWSC and is largely self sufficient with the full expectation of improved sustainability over time. LWSC's peri-urban unit can use this model when working with other low income high density areas.

RDC management of the water supply system

The manager of the water supply service the RDC is also considered a service provider. The water supply system is wholly owned and managed by the Residents' Development Committee (RDC) in the name of the residents of Chipata, with support from Lusaka City Council. The project involved

extensive contributions from the community based organisations in terms of organising and educating residents, as well as contributing to the design of construction, operations and maintenance.

The RDC hope to contract Lusaka Water And Sewerage Company in the future to carry out any major repairs to the water system. However, it was felt that at the moment there is insufficient communication between the two parties and this needs improvement in the future.

Performance figures from the Chipata water scheme are shown in Table 1. The table shows an increasing number of subscribers to the service and by 1998 the percentage of families paying the RDC had reached 61%. This clearly demonstrates that the RDC is able to manage the system and that households are willing to pay. The scheme has however operated without any major problems to date and it remains to be seen whether the management can withstand crises. With respect to performance the indicators are of a successful water supply which is operating at a surplus and able to attract the majority of consumers.

Month	Members (Households)	Gross Revenue (Kwacha)	Salaries (Kwacha)	Sundries and others (Kwacha)	Net Income/Loss (C-E) (Kwacha)	Cumulative Cash at Bank (Kwacha)	Water Consumed Per Month (m ³)
July 1997	1,041	2,427,000	1,405,262	145,630	876,108	4,469,373	7,449
Aug 1997	1,709	4,804,000	1,630,302	143,850	3,029,848	7,499,221	10,603
Sept 1997	2,707	7,569,500	2,790,390	396,750	4,382,360	11,881,581	15,278
Oct 1997	2,379	4,800,000	2,760,120	1,277,940	761,940	12,643,521	12,663
Nov 1997	2,622	4,816,000	2,771,920	4,91,100	1,552,980	14,196,501	16,556
Dec 1997	3,110	5,280,000	2,698,800	1,906,169	680,030	14,877,031	16,808
Jan 1998	2,671	4,557,000	2,721,000	4,664,425	2,825,425	12,051,606	12,054
Feb 1998	2,289	3,826,000	2,613,480	823,850	388,940	12,434,046	16,418
Mar 1998	3,182	5,204,000	2,609,620	855,620	1,738,760	14,177,306	16,560

RDC structure.

The elections held in 1995 were the first democratic elections held in the compound. The previous RDC was not representative. This was made possible by the development of the Zonal system of representation. As the term of office for the RDC is 3 years there is another election due soon and this is also an important time to test the sustainability and reliability of the management system.

Experience with Chipata, Kamanga and other compounds has shown that in the early stages RDC's need support to overcome problems posed by lack of experience. There have been examples of political interference where the politician sees the RDC as an influential body and a possible power base. Cases of lack of transparency in accounting for money and lack of feedback to lower tiers cause distrust but where these have occurred e.g. in Kamanga, new elections have taken place and the situation rectified. Crises such as these allow the strength of the constitution to be tested but this has not occurred in Chipata to date.

Some of the threats to the viability of community organisations such as RDC's, include a high turnover of members which results in a loss of skills and experience. One of the main reasons the turnover could be the extent of voluntary work being expected of committee members. Another reason for turnover is the mobility of informal settlement residents. High mobility and large numbers of tenants could affect the viability of the RDC, and raise questions as to whether the RDC represents the interests of temporary residents. The members of the Chipata community feel that there is no political interference in the RDC. While some may not know the members of the RDC there are all aware of its existence.

It remains to be seen how effectively the RDC will continue to function and how it will react to crises once Care leaves. The LCC and the LWSC will remain as advisors on social and technical issues and Care has already withdrawn from direct operations suggesting that this transition may be made smoothly.

Benefits to the Consumer

Consumers now have access to a reliable source of clean water throughout the compound which is managed by their own representatives. There were no complaints on the availability or quality of this water and therefore in terms of the service objective the practice is clearly successful from the perspective of the consumer.

Most of the residents are aware of what their user fees are used for and listed the following examples:

- Chemicals for treatment.
- Salaries.
- Printing cards.
- Electricity.
- Operation and maintenance.

When it came to maintenance and repair most residents feel that it takes too long to replace and repair damaged taps, although it is being done eventually.

Each tap point is manned by a paid tap attendant who ensures that water is only supplied to those who have paid. After presenting their card as evidence of payment residents are allowed to collect a certain amount of water. The residents were happy with this arrangement and said that it minimised vandalism of the tap points. However they are aware that tap attendants were sometimes selling water to non members and their relatives at tap points and better monitoring is needed.

The community through the FZR have agreed an increase in fees from K1,500 to K2,500 which was effected in 1998. There does not appear to have been any decline in numbers of families subscribing since the increase, further indicating that they feel the service is of value and affordable.

Other responsibilities of the RDC

In some communities where extensive external support has been provided the RDC is involved in several community development projects. This varies considerably from Compound to Compound and it remains to be seen how the RDC will be sustained when external assistance is withdrawn. In Chipata the RDC has done very little in terms of sanitation and solid waste activities, having concentrated primarily on the water supply project. However, a Cholera Task Force Committee has been established and will soon start to implement solid waste and sanitation projects. In some zones volunteers have helped to construct refuse collection facilities and presently there is a campaign to sensitize people over the use of these facilities. An agreement has been made with Lusaka City Council to empty the refuse pits periodically as long as residents provide the casual labour.

Water may therefore be seen as a mobilising factor for the development of effective community management structures and while it is still too early to judge the success of this in Chipata there are indications that it is having a positive impact within the community. These impacts may be greater than originally expected when conceiving the water project.

OUTSTANDING ISSUES

Sanitation has not been addressed in this programme and similar ideas should be used to approach the sanitation problems of these communities.

It remains to be seen how the community will fare once the facilitation by the NGO is withdrawn and when a crisis such as pump breakdowns occur. The community also has to face the eventuality of a corrupt or poor performing RDC and how to deal with that. The Government under the decentralisation policy is also examining community organisation structures and there is a possibility that new proposals may undermine the existing mandate of the RDC.

Information gaps which affect the analysis of success

The scheme has not been working for very long with the RDC due for re-election this year and only a short history of two years operation for the water supply. As a result there are many issues which may yet surface. One of these is the extent to which the RDC is willing and able to operate in executive roles without payment. Experience from other compounds indicates that voluntarism is more sustainable for executive roles than for routine functionary (operation and maintenance) roles. Another is the relationship to the utility. The RDC may use the private sector, rather than the utility, to provide technical inputs. The RDC may eventually hand over the system for utility management on a city wide basis.

LESSONS LEARNED/ CONCLUSIONS

Whilst it is appreciated that safe water supply should be available to all, the reality is that it is not currently available to a large proportion of the high density low income communities of Lusaka. Reformed public institutions/ utilities may be able to make progress in providing water services but in reality they will not be able to address all needs in the short to medium term single handedly.

There are two aspects to success of the RDC in this case. On the one hand the RDC can be seen as a means to an effective and sustainable water supply system and on the other the water system can be seen as ‘mobilising’ overall development in the community. The goals of the water supply project included the development of resident capabilities, the formation of effective local institutions, as well as the implementation of a viable financial management system.

Elections at all levels has allowed increased numbers of people to participate, and through a sense of ownership and control, they are more likely to pay for and sustain the water service. The regular flow of information between the RDC, FZR and ZDC’s, together with a structure which does not allow the RDC to act unilaterally, gives a high degree of knowledge and confidence to the community of any actions taken by the RDC.

The RDC structure has demonstrated that the community is able to manage and maintain its own water supply system in an environment where the traditional service provider does not have the capacity. Through participatory methodologies and flexible planning mechanisms, communities can be empowered to actively participate in shaping the design of water systems and assuming management responsibilities.

Experience has shown that it takes many years to develop community based organisations that can effectively and progressively oversee and manage community infrastructure and services. Community based organisations should be able to mobilise both internal and external resources, while seeking the establishment of formal relationships with local government institutions. Water supply has proved to be the mobilising issue for developing institutional capacities and further settlement development in Chipata Compound.

Volunteerism is an important and precious resource and projects should take care to ensure that voluntary inputs do not become excessively burdensome to the community. This implies identifying those tasks which are essential, long term in nature and should be paid.

ANNEX 1 SAMPLE CONSTITUTION FOR RESIDENTS DEVELOPMENT COMMITTEE

CONSTITUTION OF THERESIDENTS DEVELOPMENT COMMITTEE

A constitution to provide for the establishment, running and functions of the Residents

PREAMBLE

The concept of “Community Participation” has been accepted by both the Central Government and the Local Authorities in Zambia as an important strategic element in projects to improve conditions of living for most low-income groups. This applies to upgrading projects, of unplanned settlements, Site and Service Schemes, and inner city slum improvement projects – these being the three most common ways in which the local authorities of Zambia are seeking to provide or improve shelter for the rapidly growing numbers who urgently need it. However, the concept can be applied to other development projects involving low-income groups.

Within any community there are a range of experiences, skills and resources among the residents, and each person participates according to his or her special ability. In reality, however, not all will want or be able to contribute and in some communities, the collaboration with professionals will largely be left in the hands of representatives or local leaders or the said communities.

There are a number of reasons which make the case for community participation in projects with low income residents, and examples are as follows:-

- a) The opportunity for people to participate in projects which affect their lives is held to be a basic human right and a fundamental principle of democracy.
- b) Participation increases the sustainability of projects because if people are actively involved in the creation of their neighborhood, they have a sense of commitment to the goals of the project and a willingness to be involved in follow-up action.
- c) Participation stimulates self reliance because if people are encouraged to participate in settlement improvement projects or any other developmental projects of Low Income groups, they are likely to participate in their communal activities and they will become more confident about solving their own problems and less dependent on outside agencies.

The following shall constitute the relationship between the RDC and the Local Authority.

Communication with the local authority shall be in the first place through the elected Councilor in the settlement in which the RDC shall be established.

Communication on the other hand shall be through the Peri-Urban section of the Housing and Social Services Department belonging to the Local Authority.

ARTICLE ONE: NAME AND REGISTRATION

- 1.a) This constitution may be cited as “the constitution of the Resident Development Committee,” hereinafter referred to simply as RDC
- b) This constitution shall be the supreme guide of the RDC and shall be registered under the Societies Act, CAP 105 of the Laws of Zambia, and or, any other law as may be required from time to time in the Republic of Zambia.
- c) The executive of the committee shall be established within the.....Peri-urban settlement in the Lusaka City Council area and shall be governed and administered by the Committee.

ARTICLE TWO: INTERPRETATION

- 2.a) In this constitution, unless the context otherwise requires: “Community participation” refers to any kind of activity which is undertaken by the actual residents to improve their own living conditions in collaboration with local authority departments, donor agencies and non-government agencies.

“Participants” are all those who are involved in the process of settlement development, namely the residents on the one hand and professionals, planners, government officials, housing officers and community development officers on the other hand.

“Participation” shall include communication and decision-making, also needs assessment, planning. Mobilization, training, implementation and evaluation of RDC, NGO’s and LCC undertakings, special emphasis should be given to empowering the participation of women.

“Local Authority” refers to the Lusaka City Council, herein referred to simply as the Council.

“NGO” means any non-governmental organization duly recognized as such in the Republic of Zambia.

“Zone” means a section of the community specially designated as such under this constitution for the purposes of administration and implementation of the project activities.

“Sub-committee” means of a sub-committee constituted under this constitution by the RDC.

“Assets” means assets of the RDC.

“Steering Committee” means the committee made up of Council officials and representatives of NGO’s for purposes of overseeing RDC’s. It shall also include two representatives of RDC’s.

“Zambian” refers to the legal definition, i.e. by birth, decent, registration.

ARTICLE THREE: AIMS AND OBJECTIVES

The aim of the RDC is to:

3. To promote the improvement of the living environment of the settlement and the livelihood of the residents by doing the following:-

- a) improving market facilities, roads and drainage, public health, water and sanitation and garbage removal, improvement of existing shelter and construction of recreation amenities, education, economic.
- b) instituting appropriate management structures for human and financial resources as a basis from which community plans can be developed in order to improve the living standard in the settlement.
- c) Ensuring that all levels of women and men are included in training for leadership, business management and technical skills, which will enable them to uplift their social, economic, and political independence so as to realize self sustaining programs.
- d) Engaging the participation of residents to express their felt needs in the community participation program for effective execution, maintenance, sustenance and consolidation of project activities undertaken by the committee.
- e) Organizing and training the local community to undertake its own monitoring and evaluation.
- f) Promoting communication about needs and potential means of meeting them, among local residents and all outside authorities and agents and to attempt to coordinate their works.
- g) Promoting research on any area of study for the advancement of the local community in the settlement.
- h) Providing information and advisory services to all its structures and more so to the standing subcommittees to enable local communities to discharge their responsibilities efficiently.
- i) Doing all such things, as shall reasonably further the objectives of the committee in the

ARTICLE FOUR: POWERS AND DUTIES OF THE RESIDENTS DEVELOPMENT COMMITTEE

4. The RDC shall have the following powers and duties:-
- a) running the day to day operations through its executive committee
 - b) ensuring that all minutes including those of the sub-committees are kept up to date
 - c) raising funds to meet the cost or part of the cost of the approved projects
 - d) liaising with the local authority in matters of development in the settlement
 - e) working in consultation with local authority
 - f) coordinating with agencies with similar objectives in their development endeavor
 - g) ensuring that all aims and objectives of the committee are strictly followed in total compliance with the provisions of the constitution.

ARTICLE FIVE: THE EXECUTIVE

5. The executive committee shall be composed of men and women.
- a) Chairperson
 - b) Vice Chairperson
 - c) Secretary
 - d) Vice Secretary
 - e) Treasurer
 - f) Vice Treasurer
 - g) Committee membersminimum of 4 members.

Provided that field team leaders, NGO's representatives and councilors shall be members of ex-officio

ARTICLE SIX: ELECTION OF OFFICE BEARERS

6. Membership of any office in the committee shall be open to all Zambians who have attained the age of 18 years and who reside ordinarily in the settlement regardless of social status, race, creed, political beliefs of sex. Members will be democratically elected by residents every three years. Members elected under this article will be eligible for re-election for an extra term provided that:
- a) they have not been involved in financial indiscipline or any misconduct against rules and regulations of the RDC.
 - b) persons who held office before the commencement of this constitution shall be deemed to have been elected in accordance with the provisions of this constitution and their term will be deemed to run from the time they were elected to their current office and shall cease to hold office at the expiration of three years from the date they were initially elected.
 - c) No one who holds office in the political party will be eligible to office in RDC.
 - d) Election of Zone committees will be conducted through a process agreed on by all stakeholders, and coordinated by LCC officials.

ARTICLE SEVEN: BY- ELECTIONS

7. By-elections shall be held whenever any of the following happens to an executive member of RDC
- a) death
 - b) incapacity arising from whatever cause
 - c) dismissal
 - d) resignation
 - e) any time a member ceases to be a resident of that particular settlement

Provided that by-elections be held within 90 days from any time that any of the above occurs

ARTICLE EIGHT: SUB-COMMITTEES

8. Sub-committees will be determined by the RDC in relation to the identified needs of the settlement e.g. finance, education, health, etc. Details of each subcommittee will be determined by the executive members of the RDC

The organization of Zones will be determined and created by the RDC and local authority for the purposes of administration and implementation of the project activities and shall handle such matters as shall from time to time be assigned to them by the RDC and/or residents.

ARTICLE NINE: TRUSTEES

9. The Chief Housing Officer/Assistant Director of Housing in charge of Peri-urban areas and the Chief Accountant – Social Services and a nominee of the RDC's will act as trustees and their roles will be:
 - a) acting as advisors to the committee
 - b) in the case of dissolution of the committee, they will hold on to the property and bank accounts until such a time that a new RDC has been put in place. Provided that at the time of dissolution of RDC and just before taking hold of the property, trustees shall render and account and true inventory of all the assets to the steering committee.

ARTICLE TEN: FINANCE

10. The residents Development Committee shall have the responsibility of fund raising, for each and every project that will be adopted.
 - a) The fund raising functions shall be carried out with the assistance of the Trustees.
 - b) there shall be a bank account opened at such a bank as may be determined by the RDC
 - c) there shall be three (3) signatories of such a bank account namely: the chairperson, the treasurer and one of the trustees.

Two of the three may sign at any one time provided one of the two signatures, is that of a trustee from the Local Authority.
 - d) the treasurer of the RDC shall be mandated to submit a Treasurers' report at meetings as determined by the committee.
 - e) all monies received by the treasurer of the RDC shall first be banked before spending any of it, provided that if any funds shall be paid out to anybody before being banked, this shall only be done with the authority of the chairperson and one trustee member.
 - f) All payments or withdrawals shall be made by way of cheque.
 - g) All funds received by the treasurer or the RDC and all property raised in the same way shall as being property and funds belonging to the RDC and therefore, no single person has the right to use such public property without the authority of the RDC.
 - h) Auxiliary arrangements could be made through arrangements with the council, residents and implementing organizations operating in the area.

ARTICLE ELEVEN: AUDITING OF THE RDC BOOKS OF ACCOUNTS

11. Books of accounts shall be audited by the local authority annually or as requested by the RDC and shall prepare audit statements of accounts for the period under review which shall be part of the

agenda at its meeting, and the statements of accounts would be monitored quarterly by the Steering Committee.

The financial year shall be January to December of each year.

ARTICLE TWELVE: ASSETS

12. All assets, properties and liabilities shall be registered under the RDC and the Trustee shall have a record of such assets.

No assets shall be transferred or given to anybody without a formal resolution of the RDC and prior knowledge of the trustee.

ARTICLE THIRTEEN: TERMINATION OF MEMBERSHIP, DISCIPLINE AND APPEALS

13.1 Termination of membership shall be way of the following:

- a) by notice of one month of either member or the committee stating the reasons for such action.
- b) any member who without reasonable cause, fails to attend three consecutive meetings to which such member has been given due notice, may on the decision of the Disciplinary Committee lose membership.
- c) by a decision of the Disciplinary Committee based on any matter that may be brought to their attention and the committee is satisfied that such a member has put the RDC in disrepute. Provided that the Disciplinary Committee shall impose any punishment other than loss of membership depending on good judgment, gravity of the offence and mitigating factors.

DISCIPLINE COMMITTEE

13.2 a) There shall be a temporary Disciplinary Committee composed of seven members, four of whom shall be chosen by the Steering Committee from amongst its members, and from the RDC provided that four of the members shall be chosen from the steering committee and three from RDC.

- b) the disciplinary committee shall deal with all the disciplinary cases of the RDC and its sub-committees.
- c) the disciplinary committee shall be chaired by the Chief Housing Officer (Peri-Urban) of the Local Authority.
- d) there shall also be the Vice-Chairperson and a Secretary of the Disciplinary Committee.
- e) The disciplinary committee shall not hear and adjudicate on any matter unless at least five of its members are present.
- f) If, during any sitting of the disciplinary committee, the Chairperson and the Secretary or either of the two shall not be present, then the members present shall choose any other member to act as either Chairperson or Secretary and proceed to hear the case.
- g) Any person dissatisfied with the decision of the disciplinary committee shall have the right to lodge an appeal to the Appeal Committee established under this constitution.
- h) A fourteen days' notice of hearing shall be given to members of the complainant(s)

APPEALS COMMITTEE

- 13.3 a) There is need to establish the Appeals Committee to be made up of five members chosen from the Steering Committee Members and from the RDC provided that the secretary shall come from the steering committee while the Vice Chairperson shall come from the RDC.
- b) The Appeals Committee shall be chaired by the Assistant Director of Housing and Social Services.
- c) The Appeals Committee shall not hear the appeal unless at least three members are present including the Chairman
- d) If during any sitting the Secretary is absent, then the committee will choose one of its members to act as Secretary
- e) The decision of the Appeals Committee will be final
- f) A fourteen days notice of hearing shall be given to members and appellants.

Nothing contained in this article shall prevent the chairperson of the RDC from administering discipline among members on daily basis in minor cases arising from day to day operations.

ARTICLE FOURTEEN: MEETINGS

- 14 a) The main committee shall meet monthly or as required to receive progress reports from officers and the various sub-committees by giving not less than seven (7) days notice through the committee secretary to all members and the notice shall specify
- i) Agenda of the meeting
- ii) Venue of the meeting
- iii) Time of meeting
- b) The annual General meeting shall be held at the latest not more than 60 days from the end of the last financial year.
- c) Residents may call for an Extra-Ordinary Meeting of the RDC by giving a fourteen days notice accompanied by a draft proposal to be considered at such a meeting and such a meeting shall be chaired by the Trustees.

Nothing contained in this article shall stop the executive committee to call for an extra-ordinary general meeting when necessary.

ARTICLE FIFTEEN: QUORUM OF MEETINGS

15. The quorum of any meeting under this constitution shall be at least two-thirds majority.

ARTICLE SIXTEEN: DISSOLUTION OF THE RDC

16. The RDC shall not be dissolved unless residents pass a vote of no confidence which should be examined by the Steering Committee and open to public meeting at which both parties i.e. the residents and the steering committee will endorse the dissolution.

ARTICLE SEVENTEEN: AMENDMENTS TO THE CONSTITUTION

17. a) Amendments to the constitution will be done through a motion raised by a member of the RDC and circulated 14 days before the proposal is discussed.
- b) The proposal should be supported by 2/3 majority of the residents
- c) The constitution serves as a framework for all RDC's in Lusaka.

ANNEX 2 : GUIDELINES FOR ZDC ELECTIONS

The following guidelines should provide for clear, transparent elections that will reflect the will of the residents, without allowing campaigning or distortions by any interest groups:

- Convenors of the election should include at least two people from outside the zone (preferably including LCC or CARE staff members) as well as two people from the zone – before the meeting begins, these individuals should review the procedures and divide up responsibilities.
- Begin the meeting with a review of past meetings – preferably facilitated by outsider convenors.
- Review the qualities necessary for membership in the ZDC.
- Eligible for nomination – any individual residing in the zone.
- Election convenors should register all potential voters from the zone – i.e. all those who have been attending the meetings, as well as any other people who live in the zone and are considered to be interested in zone development (note: this list is not necessarily a complete list of residents, but of those who have participated in the meetings)
- The list of eligible voters (candidates) should be written on several flip chart papers, with address given – doesn't need to be very large print, just so people can walk up and see the list.
- Voting is done through secret ballot – election convenor should provide standard papers for the purpose, as well as pencils which will be handled afterwards.'
- In order to be accepted as properly filled-out, ballots must list the names of 10 people taken from the list of eligible candidates.
- Only those names which can be proven to be residents in the zone will be accepted to.
- To enter their ballot, voters' names are called off from the list one by one and the group witnesses as they place the ballot in the box.
- The ballot box is taken by the convenors to a convenient spot within the sight of the group, where the votes are tallied – an A4 tally sheet should be written up, with the name of the candidate written on one side of the sheet, with abundant space on the right to enter ticks for each vote.
- After the convenors have finished counting, they announce to the group the number of ballots cast, the names of the ten people with most votes, including the number of votes for each.
- The ballots should then be placed in a sealed A4 envelope, signed over the seal by the convenors and by the person with the most votes, and then given to LCC officials directly or carried by the convenors to hand over to the LCC officials.