

Copperbelt University, Zambia

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1. Introduction

The ideology and philosophy of planning may be universal but across the world, the territorial application of principles, concepts and standards may vary as a result of cultural, socio-economic and political circumstances. In Zambia the evolution and development of planning and related planning education are closely linked to and rooted in early processes of development: colonial domination, African emancipation, post-independence indigenisation and, more recently, national aspirations for rapid socio-economic development. Planning practice in Zambia has a long tradition dating back to the early 1900s, when the first town planning schemes were prepared by the British South African Company and later the British Colonial Administration as part of their expansionist and settlement policies. The existing planning law in Zambia is derived from the Town and Country Planning Act of 1962, which was formulated mainly on the basis of the 1947 British Town and Country Planning Act.

Historically, therefore, planning practice and thinking have focused more on the traditional fields of land use planning, zoning and development control typical of planning systems used in the Commonwealth nations. Planning education, a fairly recent practice in Zambia having been introduced only in 1984, has typically followed the British tradition of planning but with infusion of concepts, theories, practices and standards from different parts of the world. As a result of this 'western bias', planning education has, in the view of many, neither adequately reflected the cultural values, norms, traditions and aspirations nor the socio-economic, political and environmental concerns of Zambians. Further, within the Zambian context planning has always been equated to or perceived as 'town planning' or 'physical planning', thus limiting its contribution to national development processes.

Consequently, in Zambia there is a growing awakening to and realisation of the need to reform and revitalise both the planning system and planning education so that they become major drivers for sustainable development and poverty alleviation. This is occurring in tandem with the United Nations Decade of Education for Sustainable Development (2005–2015) resolution aimed at promoting education as the basis for sustainable human society and for attaining the Millennium Development Goals.

The debate about revitalising planning education in Africa initiated by the African Centre for Cities (ACC) at the University of Cape Town comes at a time when a whole range of stakeholders in Zambia, including academicians, administrators, politicians, students and development agencies, are calling for reforms in planning education. The present paper is a contribution to this broad debate on how to revitalise planning education in Africa. It highlights the local context in which planning education is implemented, notably the key issues that affect urban and regional planning, and describes the Zambian planning system before discussing planning education in Zambia. The paper concludes with practical suggestions on how to improve the planning curriculum and education to make these more responsive to the needs of the Zambian people.

2. The urban and regional context

Zambia is a landlocked country situated in central southern Africa with a population of 11.8 million inhabitants, and covers an area of 752 600 km². The national population has grown from 3.5 million in 1964 to 5.6 million in 1980 to 10.2 million in 2000. The population is growing at an average rate of more than 2.9% per annum and is expected to reach 14 million by 2015 (UNDP 2000). Zambia is one of the most urbanised countries in sub-Saharan Africa, with an estimated 38% of its population living in urban centres along the Line of Rail and in the Copperbelt Region.¹ Lusaka, the largest city and capital of Zambia, has over 2 million inhabitants and is growing rapidly at a rate of 9.3% per annum, far beyond the average urban growth rate of 4.0% per annum. Table 1 outlines population growth and sex ratios in Zambia for the period 1969–2000.

Table 1: Zambia's population growth and sex ratios, 1969–2000

Census year	Population growth rate (%)	Female population (% of total)	Male population (% of total)	National population (N)
1963	Not available	50.4	49.6	3 405 788
1969	2.6	51.1	48.9	3 998 644
1980	3.1	51.1	48.9	5 661 800
2000	2.9	50.64	49.36	10 285 631

Source: CSO 2000

Rural-to-urban migration has, since independence in 1964,² played a major role in shaping Zambia's demographic pattern; it is the direct result of concentration of services and economic resources in urban centres and along the Line of Rail, leaving large parts of the rural areas still undeveloped and impoverished. In the last 15 years there have been major shifts in the demographic pattern, reflected in depopulation of the Copperbelt and corresponding population increase in Lusaka as a result of privatisation and economic liberalisation. The new economic measures and social development policies put in place by the government are helping to reverse this trend.

2.1 Housing provision and land tenure systems

Population increase in towns has not been matched by adequate provision of housing and basic social services, resulting in the formation and proliferation of informal unplanned urban settlements (UUS) in all major towns. An estimated 50% of all residents in urban centres live in poorly serviced UUS in abject conditions. In Lusaka alone nearly 70% of the residents live in UUS. The government's policy is either to officially recognise UUS as legal entities or to not 'declare' UUS, in which case they remain illegal settlements. The Housing (Statutory and Improvement Areas) Act of 1974³ provides for the regularisation of informal settlements that have been declared 'legal' by the authorities, in which case

¹ The Central Statistics Office (CSO) defines an urban area as a populated area with 5 000 or more inhabitants.

² During the immediate post-independence period scores of Zambians migrated from rural areas to urban areas in search of a better city life. Mass migration was facilitated by Article 24 of the Constitution, which conferred freedom of movement and the right of every Zambian to reside anywhere in the country.

³ Under the ongoing Law Reform process in Zambia the Housing (Statutory and Improvement Areas) Act is being reviewed with the intention of merging it with the Town and Country Planning Act of 1962.

basic infrastructure and services are provided under upgrading or regularisation schemes. The tenants of undeclared or 'illegal' settlements live in constant fear of eviction and relocation with no hope of basic services or improved living conditions. Official reaction to the growing problem of illegal settlements in urban areas has been 'squatter clearance' through forced relocations, upgrading or site-and-service programmes.

Zambia has a long history of land tenure system, land reforms and redistribution processes. During the colonial era land was administered as freeholds or communal leaseholds, under the Crown or Trust lands and Native Reserves respectively. After independence in 1964 Crown or Trust lands became state land, while Trust lands and Native Reserves became customary or traditional land under chiefdoms. Despite the changes, the colonial legacy of unequal land allocations, patterns of landowners and skewed development persisted and contributed to growing spatial and income inequalities and poverty in urban and rural areas. This prompted the government to pass the 1968 Matero Reforms, and later led to the 1975 Presidential Watershed speech which abolished all freehold tenure and replaced it with leasehold systems, with all land vested in the State President on behalf of the people. Despite these efforts the land tenure system has been riddled with administrative hurdles, cumbersome and highly centralised land acquisition procedures which tend to inhibit easy access to land by ordinary Zambians and the private sector. The Land Act of 1975, which is under review, has major restrictive provisions in the allocation of land and discriminates against women (GRZ 2006).

Officially 94% of all land in Zambia is held under 'customary' or 'traditional' tenure while only 6% is state land. This situation has stifled effective planning and development in Zambia because of proprietary and overprotective customary attitudes, rules and practices towards land ownership. The process of conversion from 'customary' to leasehold tenure is gaining momentum as chiefs succumb to the pressure of population expansion, socio-economic development and the need for modernisation. More traditional land is being converted for urban development and commercial farming purposes,⁴ leading to a reduction in the actual proportion of land held by chiefs. Further, the 1995 Land Bill liberalised the land market, allowing the ordinary people and chiefs to freely transact in land and thus contributing to speculation and inflationary land prices, particularly in urban areas.⁵ The majority of Zambians lack secure tenure, which, according to UN Habitat (2005), is an essential step towards sustainable urbanisation and development and determines the prospects for local economic development, a safe and healthy environment, and stable homes for future generations.

Housing, like food and clothing, is a basic social need, an important indicator of development and poverty, and as such any shortfall in this sector has the potential to trigger negative impacts on social welfare, quality of life and environment, and generally on performance of the national economy (GRZ 2006). Yet in Zambia housing has not been accorded proper and adequate attention by government, which has in the past provided limited institutional and conventional rental housing under the control of local authorities,⁶ but has been unable to address the huge housing backlog or meet the growing housing demand. Table 2 indicates the total national housing stock as at 2001 and shows that about 80% of all houses take the form of informal housing.

⁴ See section 2 of the Zambia Land Act, 1995 (which defines 'customary area' as the area described in the Schedules to the Zambia (State Lands and Reserves) Orders, 1928 to 1964 and the Zambia (Trust Land) Orders, 1947 to 1964. This formulation effectively freezes the proportion of land held under customary tenure in Zambia at the colonial level, notwithstanding the fact that the Lands Act provides for the conversion of customary tenure into leasehold.

⁵ There is a huge hidden market in land despite the Land Act prohibiting direct transactions over land. Only improvements on the land can be purchased. The 1995 Bill relaxed this provision of the Land Act.

⁶ Following the 1992 Presidential Decree both institutional and council rental housing were sold to sitting tenants and the stocks were never replenished.

Table 2: National housing stock, 1991– 2001

Housing type	No. of houses 1991	% of total stock	No. of houses 2001
Traditional	988 249	65.8	1 527 301
Squatter	160 703	10.7	242 771
Site-and-service	58 574	3.9	87 743
Low-cost	241 806	16.1	381 498
Medium-cost	24 532	1.7	32 369
High-cost	26 034	1.8	39 306
Total	1 501 898	100.0	2 311 988

Source: NHA 2001

Some of the major contributing factors to the huge housing shortfall are the non-implementation of the recommendations of the National Housing Policy of 1996;⁷ lack of an appropriate housing strategy; and insufficient funding to the sector. Investment levels in the housing sector have since 1996 remained at less than 3% of GDP, with the urban and rural poor bearing the brunt as no meaningful public investment has been made in low-cost housing. In the mid-1990s the government liberalised the housing market, thereby stimulating private sector investment and promoting housing ownership through the sale of institutional houses, parastatal and council rental housing.⁸ Recent efforts to improve the housing situation have included the Zambia Low Cost Housing Development Fund Trust, the National Housing Authority's Presidential Housing Initiative and the National Housing Bonds Trust. Housing for the majority of poor Zambians remains a critical need even in light of improved economic performance.

2.2 Environmental concerns

Coupled to the ubiquitous housing problem are serious environmental problems that are the consequence of inappropriate spatial form, poor housing design, inadequate service delivery and solid waste management, unsafe water supply and poor sanitation. Environmental degradation, including uncontrolled quarrying, insufficient industrial pollution control and hazards, poor drainage networks, traffic congestion and incessant energy supply problems, are key issues in urban areas. Unattractive and congested central business districts (CBDs) add to the long list of environmental problems associated with rapid urbanisation and population growth. In rural areas settlement on high-risk land, encroachment on agricultural land and excessive use of natural resources are major problems that affect peripheral natural ecosystems and biodiversity.

2.3 Economic developments

During the last two decades, Zambia has embraced World Bank economic austerity measures and International Monetary Fund Structural Adjustments Programmes that have led to economic liberalisation and privatisation of state-owned industries. This in turn has led to massive job losses,

⁷ Zambia's first National Housing Policy was completed in 1996 and was heralded as one of the best housing policies to have come out of Africa when it received an award from UN Habitat.

⁸ Following the Presidential Decree of 1992, almost all publicly owned housing units were offloaded onto the housing market, to empower the people with own housing. This was an empowerment policy, which was meant to raise the standard of living of the tenants as they bought the houses at highly discounted prices. Many low-cost houses were simply given away, except for expenses involved in preparing documentation of change of ownership. The empowerment policy was also meant to solve the problems of lowly paid civil servants and other public workers who had no access to loan facilities and who would have retired into destitution. Maintenance of these units and basic services has, however, proven difficult for the new owners.

reorganisation, competition and the massive build-up of an informal sector. In the 1980s and 1990s the drop in economic activity negatively affected all sectors of the economy, which resulted in little investment in urban and rural infrastructure as the government failed to raise sufficient capital for projects. During the last five years the country has benefited from the Highly Indebted Poor Country (HIPC) initiative, debt cancellation,⁹ and inflows of foreign direct investment, especially in the mining sector, which has led to a reversal of the economic stagnation of the 1990s.¹⁰

Zambia's social development indicators still remain unfavourable in light of high unemployment, income inequalities and high poverty levels. According to a recent World Bank report, 'one quarter of the entire Zambian population live in low-income urban areas where the majority are below the poverty line. The urban context is one of increasing poverty and fragmentation of the formal economy and its institutions, declining employment and non-existent or deteriorating service provision' (World Bank 2002). The Living Conditions Monitoring Survey (LCMS-IV) revealed that the proportion of the national population living in poverty fell from 73% to 68%, while the proportion living in extreme poverty also fell, from 58% in 1998 to 53% in 2004, although the depth and severity of poverty remains high particularly in rural areas (CSO 2004). A high HIV/AIDS prevalence rate of 14% of the population has negatively affected the performance of the economy and productivity. While considerable research has been done on the epidemic's impact in urban areas, there has been very little equivalent research done in rural areas.

Civil society in Zambia is well organised and plays an active role in planning, land issues, poverty reduction, good governance, human rights and protection of the environment, cultural values and heritage. Although ethnicity is a key factor and driver of societal configuration and interaction, it does not have a significant bearing on civil society dynamics since many civil society organisations are nationally based and are coordinated in their efforts, as reflected in the Civil Society for Poverty Reduction (CSPR) coalition's synergy during the preparation of the Fifth National Development Plan and the Poverty Reduction Strategy Paper (PRSP) (CSPR 2006). Although crime affects a significant proportion of the population, it has been well controlled by the Zambia Police Service, who are actively promoting community-based policing.

3. The Zambian planning system

In Zambia the term 'planning' is defined and interpreted differently by different professions and stakeholders in the development arena. Planning is defined in the spatial sense to mean 'town and country planning', 'physical' or 'land use' planning while the term 'regional planning' is not clearly defined. The term 'regional planning' as defined by the Town and Country Planning Act Chapter 283 of the Laws of Zambia has not been fully interpreted or implemented in practice. To some professionals regional planning implies 'socio-economic planning', 'resource allocation' and 'budget preparation' while to others it relates to spatial planning on a (large) regional scale. No major efforts have been made to integrate Town and Country Planning (circa 1929) and National Development

⁹ Zambia's foreign debt burden peaked at US\$7 billion in 2001. Nearly half of this debt has been written off following the country's succession to the HIPC Initiative.

¹⁰ The positive growth trends are largely due to several factors, including favourable global economic conditions and the overall impact of economic liberalisation and privatisation that started in the early 1990s, and debt relief under the HIPC Initiative. Government's commitment in implementing the Poverty Reduction Strategy Paper (PRSP) and the Transitional National Development Plan (TNDP) from 2002 to 2005 resulted in an increase in Real GDP, which averaged 4.7% per year, up from an annual average of 2.2% in the preceding 4 years. Growth actually exceeded the 4% target identified in the PRSP and TNDP, while per capita income grew at 2.3% annually (GRZ 2006).

Planning¹¹ (circa 1965), resulting in a deep schism or dichotomy in the planning function. As a result a major rift exists between 'physical planners' and 'socio-economic (regional) planners', resulting in a lack of orderly and coordinated planning in the country. The confusion in interpretation of planning roles and functions is one of the major challenges facing planning education in Zambia today. There is a need to provide a meaningful and acceptable definition for integrated development planning in Zambia. For purposes of this discussion, however, planning is used in the 'spatial sense' to mean anticipating and preparing for orderly socio-economic and physical development and making adequate provisions for future generations.

3.1 Agencies responsible for planning

The administration and organisation of spatial and socio-economic planning is mainly a function of the Ministry of Local Government and Housing (MLGH) while the Ministry of Finance and National Planning is also involved in planning at the national level. These are complemented by the Ministries of Health, Tourism and Mines. The Department of Physical Planning and Housing (DPPH) and local district, municipal and city councils are responsible for planning at provincial and district levels. While all city and municipal councils are planning authorities, the planning activities of district councils are supervised by central government and provincial planning authorities. Other planning authorities include the National Housing Authority (NHA), Zambia Wildlife Authority (ZAWA), the Road Development Agency, National Water and Sanitation Council (NWASCO), the National Construction Council (NCC), and the Environmental Council of Zambia (ECZ). These are often assisted by non-governmental organisations (NGOs), community-based organisations (CBOs) and donor agencies. Some donors, notably the Swedish International Development Agency (Sida), the Danish International Development Agency (Danida), the Norwegian International Development Agency (Norad), UN Habitat, Development Cooperation Ireland and the World Bank, have been active in supporting planning and urban development in Zambia. The multiplicity of actors and planning authorities has, however, created much confusion and conflict in the planning system. Government is in the process of harmonising the efforts of various actors so as to have one coherent planning system.

3.2 The legal framework for planning

The legal and regulatory framework for planning is provided for in two principal pieces of legislation: the Town and Country Planning (Amendment) Act (No. 21 of 1997) (T&CPA), which is largely based on the first Town & Country Planning Act of 1962 and the Housing (Statutory and Improvement Areas) Act. The Local Government Act, which sets out the structure and functions of local authorities, and the Public Health Act are other legislation frequently cited in the conduct of planning in Zambia. The role of councils is also affected by the decentralisation policy whose aim is to devolve authority beyond central government to local government (Hifab/Sida 2008).

The T&CPA empowers the Minister to appoint planning authorities and to delegate functions to the Director of Physical Planning and Housing,¹² a provincial or local authority or other authority. The

¹¹ Also commonly referred to as National Development Planning at national level, and as Indicative Development Planning at Provincial and District Planning at local levels.

¹² The T&CPA establishes the position of Director of Physical Planning and Housing, who is a public officer in charge of town and country planning and whom the Minister can designate as a strategic planning authority. Thus the authority for land use planning formerly concentrated in the hands of the Minister in the 1962 T&CPA is to a certain extent shared with the office of the Director following the 1997 amendment. The Director is therefore a link between central government and local authorities in respect of spatial planning. Under the T&CPA, the Director's responsibilities are primarily in respect of local plans. The Director can direct a planning

Minister may order the preparation of structure, regional and local plans and approve, revoke or modify such plans in addition to powers to approve or reject applications for subdivision, development of land or change in land use (Hifab/Sida 2008). The Minister may also refer appeals against rejection of applications by planning authorities for development, subdivision of land or change in land use to the Town and Country Planning Tribunal which hears and adjudicates all appeals against planning decisions in areas of state land. Traditional authorities have a role to play in planning since their consent in development proposals in rural areas is important and mandatory. The Minister may also recommend the acquisition of reserved land for development purposes, attend to the payment of compensation whenever required and ensure that there is enforcement of planning control (Hifab/Sida 2008).

The Housing Act allows the Minister to subdivide and let land in Statutory Housing Areas (SHAs), and to develop infrastructure or effect any improvement in SHAs, site-and-service areas and informal settlements requiring upgrading. Councils are allowed to prepare improvement or statutory plans in areas that have been officially declared or recognised under the Housing Act and which are then surveyed and approved by the Surveyor-General for purposes of inclusion in the national cadastre. There is no coordination or integration between the planning requirements and processes of the T&CPA and the Housing Act, a situation which in practice has often resulted in confusion in the system and negative ramifications for the people.

The planning framework comprises regional plans prepared by provincial planning authorities and structure plans and local plans which may be prepared by the planning authority on the directive of the Minister or Director. The T&CP Act prescribes the different requirements as to content and detail of these development plans. Zambia has generally followed a system of master plans which was converted to one of structure plans following the amendment to the T&CP Act in 1997. Under this new system planning authorities are required to prepare a written submission stating the policy and general proposals for development in an area and the current policies with respect to economic planning and development of the region. This seems to be an attempt by the T&CPA to bring together the socio-economic and physical aspects of planning (Hifab/Sida 2008).

Local plans, on the other hand, are prepared by planning authorities under the direction of the DPPH and may include the proposed detailed plans of private developers. Structure and local (layout) plans provide the basis for zoning of land and development control, location of infrastructure and future expansion areas. Structure plans have to be approved by the Minister after they have undergone a process of public scrutiny. Structure or local plans are prepared with proper regard for the regional plan, which the T&CPA provides for, though it fails to provide a clear definition of what these plans are or what their purpose is (Hifab/Sida 2008).

The planning process consists of several steps taken in the preparation of regional, structure, local and other plans; the process for granting permission for development of land, change of land use or subdivision of land; and the process of development control as provided for under the T&CPA and the Housing Act. The procedure is elaborated in the TCP (Development Plans) Regulations issued by the Minister under section 53 of the T&CPA. The regulations provide for the form, content and procedure for the submission and approval of development plans. Regional and structure plans may be prepared on a directive by the Minister and local plans on the directive of the Director to a planning authority to prepare such plan or upon an application by a planning authority to do so. The Act requires an intention to prepare a plan to be publicised for public scrutiny prior to the actual

authority to prepare a local plan, conduct a public inquiry on objections made in respect of the local plan and approve it. The Director also approves alterations to the local plans.

preparation of the plan. Objections or comments may be made to the planning authority or Minister within a period of 28 days following the first publication of the notice. The planning authority may agree with the objector to meet or withdraw the objections and notify the Minister accordingly. Public participation is thus limited to response to gazetted notices or advertisements of intentions to prepare plans or the notification of the planning authority's application for approval of a structure or local plan (Hifab/Sida 2008).

The planning process also relates to permission required for development, change of land use or subdivision of land which is provided for under part five of the T&CPA. The Minister is authorised to make regulations for the applications for development permission, change of use and subdivision. Applications for the subdivision of agricultural land or for agricultural use outside the planning area have to be submitted to the ECZ and are limited to subdivision of not less than 25 acres. The Minister can also stipulate by regulations for the kind of development that needs permission. This allows the Minister to revoke, modify or withdraw permission granted for development, change of use or subdivision of land. Where the Minister revokes, withdraws or modifies a Development Order, compensation for expenses incurred by the developer as a result of this action has to be paid. Under the Housing Act permission for development in Statutory and Improvement Areas is granted by the council. By implication this means that a council can make a Development Order in Statutory and Improvement Areas even though it may not be a planning authority recognised under the T&CPA (Hifab/Sida 2008).

The third part of the planning process relates to processes for development control. Section 31 of the T&CPA authorises the Minister to issue Enforcement Notices for the discontinuance of authorised and unauthorised development or to issue conditions of the Development Order. The Enforcement Notice must be made within a period of four years following failure to comply with the Development Order. It may be for demolition or discontinuance of land use. The Notice takes effect within 28 days after service and an appeal against such Notice to the Tribunal acts as a stay of execution of the Notice. Appeals against the decisions of the Tribunal lie in the High Court and may not be heard by the Supreme Court. The Housing Act also carries provisions for development and land use control in Statutory and Improvement Areas: it is an offence to use or occupy any piece of land or building, receive or demand rent or fee in excess of that provided for by the Act or to erect any building or structure in these areas without lawful authority. Fines not exceeding 5 000 penalty units or a prison term of 2 years are the prescribed penalties. There is no mention in the T&CPA or Housing Act of the Enforcement Notices that may be made by other entities that have responsibilities that relate to land use, such as the Medical Officer under the Public Health Act. Part 9 of the Public Health Act has provisions relating to sanitation and housing that permit the council to control development that is injurious to public health and demolition of unfit dwellings. The Public Health Act also permits the Minister of Health to select and appoint sites for cemeteries without reference to the Planning Authority (Hifab/Sida 2008).

4. The planning education system in Zambia

4.1 The institutional context

The Copperbelt University (CBU), which is the principal institution offering planning education in Zambia, was established through an Act of Parliament (No. 19 of 1987), and was the result of the amalgamation of the School of Business and Industrial Studies and the School of Environmental Studies of the University of Zambia (Ndola campus) and the Zambia Institute of Technology. The university became operational in 1989 as a constituent of the Ministry of Education and is now the second-largest university in Zambia. CBU has prepared a strategic plan which is under review and whose mission statement is 'to provide flexible and innovative programmes of teaching and learning and to pursue

research and scholarship with excellence'. This statement reflects the corporate vision that is held for the future growth and development of the institution as well as the values and objectives espoused therein. The university's policy is to improve the quality of teaching, research and outreach programmes in order to contribute to human resource capacity-building in Zambia, and it does this by forging linkages with governments at national, regional and international levels; and by engaging with academic and research institutions, bilateral and multilateral agencies and the private sector.

CBU has five specialised faculties, namely the School of Built Environment (SBE), the School of Business, the School of Technology, the School of Mathematics and Natural Resources and the School of Graduate Studies. CBU, which has an average enrolment of over 2 000 students annually with a total workforce of 150 academic and 370 administrative staff, has also set up an Institute of Environmental Management and a Centre for Lifelong Education which offers research and outreach programmes. Planning education is offered within the SBE, whose mission statement is 'to provide high quality teaching and research that will contribute to the improvement of the human habitat and ecological balance'. The SBE offers a number of other specialised programmes including Architecture, Building and Quantity Surveying, Civil Engineering and Construction, and Real Estate Management, which are all aimed at improving human habitats and achieving sustainable development in Zambia and the Southern African region. Apart from academic programmes, the SBE undertakes research and consultancy work and external assignments through its specialised units and through partnerships and networks with local, regional and international organisations involved in human settlements management.

4.2 Genealogy and history of planning education in Zambia

Historically, planning education has been offered in Zambia since the early 1970s when a Diploma in Town and Country Planning (DTCP) was introduced at the Zambia Institute of Technology (now part of CBU). This programme helped to produce 'planners' at the technician level, but did not meet the demand for professional planners. The government opted to send people abroad to pursue planning degrees to meet the growing demand for planners. The Urban and Regional Planning (URP) degree programme only commenced in the mid-1980s when it was offered as part of the Department of Land Economy programmes in the then School of Environmental Studies. Taylor (2001: 7) observes that at the time there was high expectation from the government and the university administrators that professionally qualified planners would be produced to contribute to national economic, social and physical planning.

However, as it turned out, the initial years of establishment of the planning degree programme proved difficult since many students were not attracted to planning and opted to study Architecture, Building Sciences and Land Economy (Valuation Surveying). The low attraction of the planning programme, Taylor (2001: 7) observes, was due to '...doubts in the minds of most potential students as to the nature and scope of the [planning] profession, i.e., the general perception of urban and regional planning as town planning, and that the only establishment planners can exhibit their professional competence in is the District Council'. Among other factors cited as reasons for the low uptake is that the urban and regional planning programme, as part of the Land Economy programme, was overshadowed by other fields of study. The low uptake was reflected in the enrolment statistics, which showed that up to the year 1999 only 19 planning students had graduated from CBU (Table 3), indicating an average enrolment of 3 students per year since the commencement of the programme. This situation clearly fell far short of the national demand for professional planners. In comparison, Botswana had an average enrolment of 55 planning students, Nigeria had 40, while Zimbabwe had 20 student planners. Since 2000, however, the average number of students enrolling for the planning degree programme at CBU has more than trebled to 15 per annum, and has steadily increased.

In 1996 the planning staff responded to the problem of low uptake by first detaching the URP programme from the Department of Land Economy and creating a Department of Urban and Regional Planning (DURP), which was officially approved and became operational in January 1997. The second major step in improving uptake was the abolition of the bifurcation system in which first-year students were forced into programmes without their consent and depending on their architectural skills. A new system of selecting students to different programmes based on their own choice was introduced, which was reflected in an increase in enrolment in subsequent years. Planning staff were also confronted with the problem of students who enrolled for the planning programme but later changed their minds and chose to do other courses. In the years that followed, planning staff and enthusiastic students did a lot of marketing and promotion of the planning profession, which has helped to sustain the high levels of applicants and enrolment.

Table 3: Graduates of the Urban and Regional Planning Programme, 1992–2007

Year	Graduates (N)
1992	3
1993	0
1994	3
1995	4
1996	0
1997	3
1998	3
1999	3
2000	8
2001	4
2002	14
2003	17
2004	12
2005	5
2006	20
2007	24
Total	123

Source: DURP statistics supplied to the author; Taylor 2001

4.3 Placement and employment opportunities for planning graduates

The general perception and myth in Zambia is that planners are only employed in government planning agencies and in local authorities. This has tended to stifle interest among young people in aspiring to become professional planners. To the contrary, a survey carried out by Taylor (2005) reveals that graduate planners have found placement in a diverse range of institutions such as government departments (the DPPH), district, municipal and city councils, donor-funded bilateral and multilateral programmes (GTZ, Danida, Zamsif, World Bank), academic institutions (as lecturers), and in the private sector including financial institutions and planning firms. The majority of the graduates still find placement in local authorities and government planning departments, since the demand for planners in these institutions remains high and will continue to do so given the rapid economic development taking place in Zambia. Only very few planners have found placement outside Zambia, in Botswana and South Africa.

4.4 Objectives of planning education in Zambia

The objective of setting up the URP programme at CBU was to 'train students to become competent professional planners who will be able to secure positions in some of the national and parastatal institutions engaged in physical planning in cities, towns and rural communities; policy formulation and management of urban and metropolitan centres within Zambia; policy formulation to ensure efficient allocation and use of scarce resources (i.e. human, capital and natural) within the provinces (regional resource utilisation and development) and assist in rural-regional economic development of the nation' (Taylor 2001: 12). Clearly this objective and the implicit responsibilities were aimed at enhancing the academic and professional ability of students to become fully fledged and useful planners who would play a key role in national development.

4.5 The planning curriculum and programme

The planning curriculum offered at CBU has been designed to provide a sound conceptual and technical foundation for the student planners and is in line with the institution's vision, mission, aims and strategies for producing graduates who meet the requirements of the local and international job market. Whereas in the initial years of establishment the planning curriculum was more biased towards physical planning, and particularly urban planning, and had a focus on architectural and urban design aspects, there has been a gradual transformation towards an integrated planning approach which has resulted in minor reviews of the curriculum to incorporate socio-economic and environmental issues.

Two planning qualifications are offered: the Bachelor of Science (BSc) in Urban and Regional Planning and the Diploma in Town and Country Planning. Prior to 1997, the Diploma in Town and Country Planning provided the cadre of Planning Technicians. The course was temporarily suspended by the university due to lack of sponsorship for students. The reintroduction of the Diploma TCP Programme is now under serious consideration. A range of courses is offered within the planning programme, including Ecology, Economics, Sociology, Mathematics and Communication Skills in the first year and Rural Planning and Development, Land Surveying, Construction and Services, Principles of Law, History of Settlements and Computer Applications in the second year. In the third and fourth years students take courses in Urban Economics, Planning Theory and Practice, Environmental Economics and Management, Urban Design Theory, and Theories of Regional Development Planning, Land Development and Investment, Geographic Information Systems, Infrastructure Planning and Research Methods respectively. In the final, fifth year courses offered include Housing Policy, Project Planning, Appraisal and Management, Planning Law and Administration and Development Economics in addition to the Final Thesis Dissertation. Full details of the course structure of the URP programme are given in Table 4.

Table 4: Urban and Regional Planning programme structure

Course code	Course title	Credit hours/week
First year		
ES 100	Studio Projects	6
ES 110	Built Environment	3
ES 120	Economic Environment	3
ES 130	Physical Environment	3
ES 141	Social Environment	3
ES 150	Mathematics	3
	Total credit hours/week	21
Second year		

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ESP 200	Rural Planning Studio Projects	6
ESP 210	Construction and Services	3
ESP 220	Economics of Rural Development	3
ESP 230	Land Surveying I	3
ESP 241	History of Settlements	2
ESP 250	Introduction to Socio-economic Surveys and Statistics for Planners	3
ESP 253	Computer Applications	0
	Total credit hours/week	20
Third year		
ESP 300	Studio Projects	6
ESP 310	Urban Economics and Quantitative Methods	3
ESP 321	Land Surveying II	2
ESP 322	Environmental Economics and Management	3
ESP 330	Planning Theory and Practice I	3
ESP 340	Law of Contract and Tort	3
ESP 350	Urban Design Theory	3
	Total credit hours/week	23

Fourth year		
ESP 400	Studio Projects	6
ESP 410	Theories of Regional Development Planning	3
ESP 420	Land Development and Investment	3
ESP 430	Planning Theory and Practice II	2
ESP 440	Geographic Information Systems (GIS)	3
ESP 450	Infrastructure Planning	3
ESP 461	Research Methods	0
Total credit hours/week		20
Fifth year		
ESP 500	Thesis Dissertation	6
ESP 510	Housing Policy	3
ESP 520	Project Planning, Appraisal and Management	3
ESP 530	Planning Law and Administration	3
ESP 540	Development Economics	3
Total credit hours/week		18

4.6 Teaching methods, facilities, staff complement and infrastructure

The teaching methods used in the SBE include lectures, studio projects, tutorials, study trips and community-based outreach activities conducted by students and supervised by lecturers. Until five years ago the SBE faced considerable problems in terms of availability of proper and appropriate teaching facilities, classrooms, equipment and office space for lecturers and other support staff. Although the SBE has embarked on a recruitment process there has been no corresponding increase in provision of office space, personal computers and other facilities required to provide an enabling teaching and learning environment. Table 5 shows the course allocation and credit hours per course per lecturer.

There are now only two dedicated studios, which are poorly equipped, a School library which needs restocking and a modern computer laboratory which is shared by all programmes. Although the university library is modern and well stocked, there are still insufficient stocks of appropriate planning books, journals and periodicals. Students are thus not fully exposed to the most recent literature and ideas in planning and many have to resort to internet sources for research assignments. With the improvement in the financial situation of the university,¹³ teaching infrastructure and facilities have been rehabilitated, classroom chairs replaced, whiteboards installed, LCD and overhead projectors, printers and photocopiers and teaching materials acquired. In terms of class numbers and staff/student ratios, the university has in recent years experienced rapid growth of student intake due to the high demand for places. On average there are 15–20 students per class, which is an improvement from the previous numbers. However there is still overcrowding, especially in the lower years when students attend the common courses and have to be taught together in

¹³ The improvement in the university's financial position has partly been the result of government channelling some of the benefits of the HIPC or International Debt Cancellation Initiative to university funding.

classes of as many as 200 students, while lecturers who teach common courses are often overstretched.

Table 5: Course allocation and credit hours per course per lecturer

Lecturer	Allocated courses	Credit hours per course	Total credit hours
Dr TK Taylor	ESP 310 Urban Economics and Quantitative Methods	1	
	ESP 410 Theories of Regional Planning and Development	3	
	ESP 430 Planning Theory and Practice	3	7
Dr M Silengo	ESP 130 Physical Environment	3	3
Dr RA Chileshe	ESP 440 Geographic Information Systems	3	
	ESP 321 Land Surveying	2 + 3	8
Mr JA Okrah	ESP 241 History of Settlements	2	
	ESP 310 Urban Economics and Quantitative Methods	2	
	ESP 200 Rural Planning Studio	6	10
Mr A Simposya	ESP 220 Economics of Rural Development	3	
	ESP 141 Social Environment	2	5
Mr RN Ng'oma	ESP 100 Studio	6	
	ECN 100 Drafting	4	
	ECN 120 Construction	4	14
Mr F Muwowo	ESP 300 Urban Planning Studio	6	
	ESP 540 Development Economics	3	
	ESP 530 Planning Law and Administration	2	11
Mr DA Phiri	ESP 322 Environmental Economics and Management	3	3
Mr CM Phiri	ESP 400 Regional Planning Studio	6	
	ESP 450 Infrastructure Planning	3	
	ESP 520 Project Planning, Appraisal and Management	3	12
Mr M Nkhoma	ESP 330 Planning Theory and Practice I	3	
	ESP 510 Housing Policy	3	6
Mr Shamaoma	ESP 230 Land Surveying I	3 + 3	6
Other staff			
Prof J Lungu	ESP 120 Economic Environment	3	3
Dr A Malama	ESP 350 Urban Design Theory	3	3
Mr N Jain	ESP 420 Land Development and Investment	3	3
Mr N Mwanabute	ESP 250 Statistics	4	4
Mrs Mbaluku	ESP 530 Planning Law and Administration	1	1
Mr E Ndhlovu	ESP 253 Computer Applications	2	2
Mr Dioma	ESP 210 Construction and Services	3	3
Mr Chibuye	ESP 142 Communication Skills	2	2

4.7 Admission criteria

In Zambia all university entrants are expected to have completed a Secondary School Grade 12 and must have obtained a School Certificate or General Certificate of Education (GCE) 'O' Levels with at least credits in mathematics and English language. Applications for the URP programme are accepted from both school-leavers and non-school-leavers. The latter should, however, have sufficient

experience and must have obtained a diploma or certificate in planning or a related field to apply for the planning degree programme. The SBE follows a stringent system of admission based on the cut-off point system, in which only applicants meeting the grade predetermined by quota of places for that admission year are selected. Although this system allows the Planning Department to select some of the best students, it also has the effect of excluding capable applicants. Due to the high demand for university places and the limited number of students required each year, the cut-off point for the URP programme has been progressively lowered, leaving out a large number of potential students.

4.8 Student assessment and progression

The university follows an academic calendar system which commences in March of each year and requires that students be assessed twice every term. A mid-term and an end-of-term assessment are made, which add up to a total of six assessments. These assessments make up the continuous assessment results and constitute 40% of the overall marks for the student for that academic year. Continuous assessment may comprise both oral and written presentations. At the end of the academic year all students are required to sit for a final Sessional Examination which adds up to 60% of the total marks for that academic year. A student who completely fails in continuous assessment is not allowed to sit for Sessional Examinations and will, depending on the judgement of the department, have to repeat that course the following year provided she/he has not failed in two other courses. A student who fails in one or two Sessional Examinations has to repeat the course(s) the following year and proceeds with the programme. Students who fail three courses are put on a part-time schedule and do not proceed until they clear those courses, while students who fail in more than three courses are excluded from the programme. All final-year students are required to prepare a thesis dissertation which they present at the end of the academic year. Both oral and written presentations are made and the dissertations are marked by both internal and external (local or international) examiners.

Since the URP programme started, the student throughput rate has been very high as very few students have failed to complete the programme. A few students who dropped out cited either personal or family reasons as the main reasons for doing so. In some cases the grading system has been cited as the main reason for a student's failure. However, the grading system for examinations has been revised to be more appropriate to the planning curriculum. The grading system varies slightly between the departments, with the URP programme following the grading system set out in Table 6. A system of weighting is also applied for all courses from the third year onwards, with the grades for studio projects weighted five times while the rest of the courses are weighted three times. All examination results are first analysed by the SBE's Board of Studies, comprising core SBE staff and others from different schools and department. The University Senate ratifies all examination results before they are officially published.

Table 6: Grading system for the URP programme

Mark (%)	Grade	Remarks
85+	A+	Distinction
76–84	A	Distinction
68–75	B+	Merit
62–67	B	Credit
56–61	C+	Definite Pass
50–55	C	Bare Pass
40–49	D+	Bare Fail
0–39	D	Definite Fail

4.9 Preparing students for current realities

Prior to and after independence Zambia had no locally trained planning graduates and most of the posts in central and local government agencies were filled by expatriate planners, mainly from Great Britain. The introduction of the DTCP in the early 1970s was thus a major step forward in producing locally educated planners. However, as the nation continued to grow and the demands of an expanding population increased there was a need for planners at the professional level. The establishment of the School of Environmental Studies and the DURP in the mid-1980s was a major milestone in the planning profession in Zambia.

The current planning curriculum, based on an old University of London curriculum, has played a key role in filling a capacity gap for professional planners and technologists (diploma graduates) in the central government and the local authorities for the past 30 years. However, this curriculum has been biased towards physical planning and land use management and therefore does not adequately prepare the student for the current realities in the industry. While many of the graduates are able to cope with the day-to-day challenges of physical planning work, they are confronted with new and changing scenarios of development, driven by rapid economic growth and social transformation in the current IT era and rapidly globalising world.

It is worth noting that while planning systems, their organisation, frameworks and processes have undergone major transformation in Great Britain and elsewhere in the western world, planning in Zambia has remained fairly static, outdated and outmoded. Correspondingly planning education has not responded well or sufficiently to the changing economic, political and social environment and to the demands placed on the planning profession by a growing population and in an era of rapid globalisation and socio-economic transformation. In failing to produce graduates and technicians who can anticipate change and adapt quickly, planning education has failed to produce the desired impact of promoting local development that is socially desirable, economically viable and ecologically sustainable.

4.10 Review of the planning curriculum

During the last two years the DURP has initiated a process to review the planning curriculum and revitalise planning education, to make it better adapted to national, regional and local needs and to enhance a positive outlook for the planning profession in Zambia. The objectives of the review of the planning curriculum are:

- to meet the changing socio-economic and environmental demands for the development of the country;
- to meet the prevailing and anticipated manpower demands for the country's economic development; and
- to broaden the scope of employment avenues for graduates by introducing areas of specialisation (DURP 2007).

In addition the review process will also consider re-introducing the DTCP that was suspended in 1997. Since the diploma programme was suspended due to a lack of funding from government to support students, there has been a discernible shortage of technical manpower especially in local and central government, and so the demand for technicians in URP is huge. Overall the DURP is reviewing the curriculum so that it can provide a sound grounding for graduates in both the conceptual and technical aspects of urban and regional planning. A number of changes have been proposed that will ensure that planning graduates will not only be able professionals but will also be critical thinkers who will introduce innovation and transformation into the current planning system

and will be able to operate effectively in 21st-century urban and regional environments. The major changes proposed are the following:

- The first-year courses titled Economic, Physical and Social Environment will be renamed Principles of Economics, Ecology and Sociology and the content revised.
- The second-year course Principles of Law will be replaced by Principles of Urban and Rural Planning and Management.
- All third-year courses will be retained except for Urban Design Theory and Land Surveying, which are removed. Land Surveying will be replaced by Land Information Management.
- All fourth-year courses will remain except for Infrastructure Planning, which becomes an elective in the same year. Other electives at fourth-year level include Regional Economics, Community Development Planning, and Natural Resources and Tourism Planning. Students are, however, required to take only one elective per year which is supposed to lead to their specialisation.
- All fifth-year courses will be retained. In addition students will choose one elective from National Development Planning and Implementation, Advanced Community Development Planning and Implementation, Advanced Natural Resources and Tourism Planning, Advanced Infrastructure Planning – Transport Bias

It is evident from these changes that the department wants to make the planning curriculum more responsive and adaptive to the changing conditions in the country and to ensure that students specialise from the fourth year onwards. The new curriculum will ensure that the graduates are more focused in their careers as planners and provide the required expertise to the industry.

4.11 Introduction of a Master of Science in Urban and Regional Planning

As part of the planning curriculum review the DURP has prepared a proposal to introduce a Master of Science degree in Urban and Regional Planning (MSc URP). Over the last 18 years the DURP has focused on providing undergraduate degree and diploma courses. It is now felt that the time is ripe to introduce the MSc degree, which is designed to provide advanced training focusing on the planning and management of human habitat at the urban and regional levels. The degree is aimed at providing both conceptual and analytical skills in applying knowledge in physical, natural resources, socio-economic and political contexts of development. This course is offered in order to tap into the unique opportunities for students studying complex contemporary planning processes, with a particular emphasis on creative problem-solving, interdisciplinary work and sustainable planning and development practices. This course will also tap into the potential demand that exists for tertiary education and training.

Commencing in the 2009/10 academic year, the DURP will embark on the process of offering a MSc programme. The course will be offered with specialisation in Urban Planning and Management and Rural and Regional Planning. The main postgraduate subjects will include: Urban Planning and Management, Rural and Regional Planning, Theories of Planning, Planning Theory and Practice, Development Theories, Gender Issues in Development, Ecology and Environmental Planning, Housing and Infrastructure Planning, Project Planning and Management, Research Methods and Dissertation. The first-year subjects will simulate a planning cycle, that is, planning and implementation, and will comprise the core modules in planning theory, methods of urban and regional development planning and management. The second and final year will consist of modules to consolidate specialisation in urban and regional planning and management, research methods and planning workshops for a thesis dissertation. The whole course will carry a total of 60 credit units attained over 4 semesters in 2 years. The examination regulations governing postgraduate study programmes will be the same as those prevailing in the rest of the SBE. One unit will be equivalent to

15 hours of lectures or 30 hours of studio/workshop.

4.12 Linkages, market, outreach and networks for the URP programme

The DURP has links and cooperates with other national capacity-building and research institutions such as the University of Zambia, the National Institute of Public Administration, the National College for Management and Development Studies and the Chalimbana Local Government Training Institute. Some of the DURP's partners include local and central government agencies, donor agencies, NGOs, CBOs, private sector firms and interest groups. The DURP also works closely with the Zambia Institute of Planners in enhancing the image of the planning profession. There are major efforts to revamp the student chapter of the Institute. Although it does provide professional accreditation of planners after two years of practice, there is still more work to be done. The main legal instrument for professional planners, the Zambia Institute of Planners Bill, is still under discussion and has not yet been approved.

The DURP also aims to strengthen and further establish links with universities and research institutes in east and southern Africa, including collaboration with regional institutions (e.g. UCLAS in Tanzania, the University of Botswana, and universities in Uganda) and participation in the Association of African Planning Schools (AAPS) and in major conferences such as the biennial Planning Africa Conferences. The DURP has had links with UN Habitat, the Institute for Housing and Urban Development Studies in The Netherlands, and the Department of Housing Development and Management of Lund University, Sweden. It plans to expand its international strategic partners to include Sida, the Royal Institute of Technology in Stockholm, and the Development Planning Unit of the University of London, as well as specialised agencies of the UN and the World Bank.

5. Conclusion

Zambia is undergoing very serious changes resulting from the socio-economic transformation that the country has been going through since the early 1990s. These changes have given rise to new development problems and challenges which require a focused response. Planning education is transforming in relation to these changes in society. The scope of work and the market for the URP programme is large, and the potential for outreach at the national, regional and international levels equally vast. Zambia has 72 local authorities, of which 4 are city councils and 68 municipal and district councils. Most of these local authorities are struggling with urban development and management problems. In addition there are opportunities for planners to work in the private sector, and with donor agencies, NGOs, special interest groups and CBOs. The DURP needs to establish and strengthen its linkages with the industry at national level and increase its cooperation and collaboration with academic and research institutions at the international level in order to maximise the benefits accruing from international development partnerships and aid.

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