PSC Paper No. 12

The Communication Needs of the Urban Squatter
    Upgrading Project in Lusaka, Zambia -
Some Observations and a Recommendation

Prepared at the request of UNICEF's Area
Representation in Lusaka and presented to
the Lusaka City Council, the World Bank,
the American Friends Service Committee,
    by the UNICEF Project Support Unit
            in Eastern Africa

November, 1973

THE URBAN SQUATTER UPGRADING PROJECT
PROPOSED FOR LUSAKA, ZAMBIA

The rate of urbanisation in Zambia is the highest in Africa. Already 25 per cent of the population lives in urban areas. Lusaka is Zambia's capital city and is growing at a phenomenal rate. In 1957 the population was 70,000, by 1963 the population had doubled to 140,000, and six years later the population was 280,000. In 1974 the population of Lusaka was estimated to be over 400,000.

Not surprisingly, the municipal authorities have not been able to provide enough public housing at rents which the new city-dwellers can afford. In this situation the people have provided their own housing in what are known variously as "illegal", "unauthorised", or "squatter" settlements. To-day more than fifty percent of the population of Lusaka live in these squatter areas. They fill many of the low paid and unskilled jobs in commercial and government offices and thus play an essential role in the economic life of the city. Unfortunately, however, although many of the houses in the squatter areas are durable structures, the roads, water supply, and health facilities in the squatter areas are either non-existent or inadequate to meet the demands put upon them.

To meet the situation, the Lusaka City Council, with the aid of a loan from the World Bank, is embarking on an ambitious upgrading programme. The idea is to improve the roads, and to provide essential water, sewerage, and health services to the squatter areas. A striking feature of the plan is that the squatter community is to be organised on a self help basis to assist the municipal authorities in the upgrading project.

INTRODUCTION TO THE COMMUNICATION CENTRE PROPOSAL
FOR THE LUSAKA SQUATTER UPGRADING PROJECT

At the request of the Area Representative, a PSC team from the Nairobi office visited Lusaka to consider the communication needs of the squatter upgrading project. The attached draft proposal was produced in the course of the visit.

Since Mr. Matheson's visit earlier this year (see PSC Paper No.7), there seems to have been a major shift in the attitude of the Council, such that it is now at least willing to accept the need for communication support activities (although it is probably true to say that City Hall does not yet feel that education as to the nature, aims, and methods to be employed in this project is needed within City Hall). Taking its cue from this changed attitude, the PSC team developed the proposal of a Communication Centre which is outlined more fully in the following pages.

It will be noted that the proposal departs from standard UN policy in two major respects. Firstly, the proposal does not involve the hiring of expensive inter-national experts and, secondly, it does not involve the supply of a large amount of equipment. The reason for the emphasis on using Zambian personnel is that there seem to be far too many expatriate personnel in responsible positions in Zambia as it is. (The PSC team had a heavy programme of visits and interviews, but it was four days before it met a Zambian in a responsible position.)

Secondly, the PSC team found that Lusaka is blessed with an abundance of well-equipped, but often under-utilized, communication aid production facilities which could be employed to advantage in supporting the urban upgrading project. The idea of a Communication Centre is to act as the planning and coordinating centre for the communication aids that the project will require. It is not intended that the Communication Centre should itself have a highly developed production capability, but instead should use the existing facilities in Lusaka.

One other feature of the draft proposal is deserving of comment. It is suggested that there is a need for extensive and imaginative use of video as a two-way channel of communication between City Hall and the project staff and the squatter community. It seems to the PSC team that because of the urban location and geographical compression of the squatter communities, the upgrading project is eminently suitable for using a VTR system as part of its communication network.

Although the visit was only a short one, the PSC
team was able to tentatively identify several candidates
with the background experience and abilities to staff
the Communication Centre.   The prime candidate for the
post as chief of the Centre is a man at present Dean of
Students at the University of Zambia.   He is an
experienced administrator, a former community develop-
ment worker on the copperbelt, and probably Zambia's
leading playwright and theatrical producer/director.
He is, we suggest, a man of sufficient age, experience
and ability to hold his own at the top level of the
project management team and ensure that the vital
communication needs of this project do not get over-
looked or under emphasized.   Another possible candidate
for this post is one of Zambia's most experienced and
dynamic Community Development workers.   Both these
candidates would be suitable for the job of communication
specialist in the proposed centre, especially if they
were given the proposed orientation periods in Nairobi,
Delhi and Bangkok.

In appraising the proposal's costs, it should be
borne in mind that they scarcely exceed the cost of one
internationally recruited expert for three years.   If
the World Bank picks up a large share of the other
project costs, these should be justification for UNICEF
making a significant input into the communications aspects
of the project in line with its policy of favouring
innovative activities.   One final note - the costings
given in this paper are only approximate and many of the
figures have still to be checked with suppliers and our
own store of information in Nairobi.
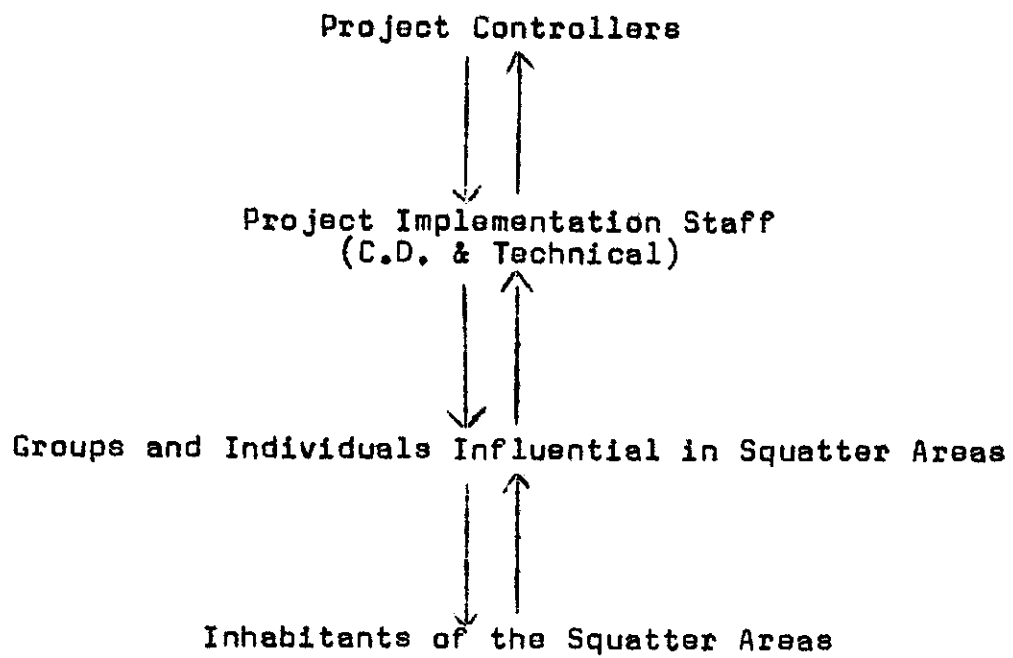
John Balcomb
Greg Lanning
Phil Vincent   Nairobi, 2nd November 1973

POTENTIAL PROBLEM AREAS IN LUSAKA UP-GRADING PROJECT

This is an incomplete list of some of the potential communication trouble spots that might occur in the urban squatter upgrading project, based on our observations in the short time we have been here. Not all of these problems can be overcome by communication or systems aids, but many of them can be. It is to help the upgrading project over some of these difficulties that the communicationscentre is recommended in the attached proposal.

One may conveniently consider the potential communication blockage among four groupsof people: the controllers of the project in the City Hall and the Ministries; the project implementation staff, including those technical staff only peripherally involved; the people who have influence over the people who live in thesquatter areas, the community leaders, the party leaders, and those groups or organisations who, although not of the squatter area, have influence in the area; and finally, the mass of people who live in the squatter areas. Without full understanding of the aims and methods of the upgrading project, any one or all of these groups can exert sufficient adverse influence to vitiate the whole project. Let us consider some of the attitudes held by these various groups, and suggest various strategies for changing obstructive attitudes. Please note that these observations cover foreseeable problems; there will be many problems which will only become apparent when the project is underway.

IDENTIFIABLE PROJECT GROUPS

Project Controllers

⟱

Project Implementation Staff
(C.D. & Technical)

⟱

Groups and Individuals Influential in Squatter Areas

⟱

Inhabitants of the Squatter Areas

(a) Project Controllers

This group encompasses key executive officers and
their staff in the City Council and the Ministries as well
as elected councillors.   Despite a superficial acceptance
of the idea of squatter upgrading one is sceptical as to
(a) the understanding of the stability, permanence and
complexity of the social organisation of the squatter areas,
(b) the precise conception of upgrading held by many of this
group;   it seems very likely that this varies according to
the degree of exposure they have had to the notion of
upgrading, (c) the degree of understanding of the impli-
cations of a community development approach to such a
scheme.   Are they ready for the amount of community
participation, questioning and involvement envisaged by
the community development workers?   One suspects the
Project Controllers expect a more structured and disciplined
approach, i.e. "we'll tell them what to do".

Possible action for this group:

Use of simple low cost communication aids such as
slide sets presented to small groups.   These should cover
each of the various problem areas but should be brief, the
object being to concentrate the minds of busy and influential
men on the scope, progress and problems of the project,
preferably in advance of their occurrence.

If video becomes an integral part of the communications
network established for this project then video replays of,
for example, Steve Mulenga's and Harrington Jere's
experience in the Kafue site and services housing project
would also be of great value in preparing the Project
Controllers for the likely effects and difficulties of the
community development approach.   Video can also be used to
present a regular communication channel for the people in
the squatter areas to talk to the Project Controllers.   It
must be remembered that this particular target group will have
only short blocks of time available, half an hour to an hour
at the most, therefore all presentations must be brief.

(b) Project Implementation Staff

By this group is meant not just the community development
and technical staff who will be engaged full-time on the
project, but also those technical staff who might be involved
from time to time in various aspects of the project.   The
community development staff, besides their general training,
need to the appraised of the attitudes of Lusaka squatters,
of personal communication skills, and of the use of audio-
visual aids.   Perhaps they also have to be weaned from a
9 to 5 attitude to their work, because they might have to
work in the evenings when people are at home instead of the
mornings when many people are out at work.   The technical
staff, used to being ordered by their superiors, may require
preparation for a situation where they have to be responsive
to the people and community leaders of the squatter areas.
On occasions the optimum technical solution may be some way
removed from a proposal acceptable to the squatter community.
Technical staff will be much more receptive to such
suggestions if they have been prepared.

Possible action for this group:

The proposed communication section of the community
development workers' training course should prepare them for
their participation in the project.   In addition, one of the
roles of the communication and information centre is to
service the community development workers on a continuing
basis.   It is also suggested that refresher workshops be
held periodically to enable the community development workers
to detach themselves momentarily from the hurly burly of the
project, to swap experience and to provide occasions for the
injections of new ideas, possibly from outside Zambia (if
these are considered useful).

The main emphasis for the technical staff should be on
preparing them for work in a community development project
before they begin work on it.   Short morning or afternoon
sessions could be organised by the communication and informa-
tion centre staff.   The technical staff should also be provided
with pamphlets and slide sets which introduce them systemat-
ically to the project, its aims and its method of implementation.

(c) Groups with influence in the squatter areas

These groups include UNIP leaders, church leaders, community leaders, businessmen of the area, in short all those who are men of influence in the squatter community. In addition, there are certain organisations such as SAIL which need to be convinced of the necessity of working within the confines of the overall upgrading project and not to establish conflicting initiatives of their own. It is essential that all these groups understand the implications of a community development approach to the upgrading project, and be prepared for some of the more difficult situations that are going to arise. For example, since it is inevitable that some houses will have to be demolished and some people moved in the course of the upgrading, it is important that this is known and understood by the community leaders well in advance of its occurrence so that they have time to prepare their community. Such community leaders may also often be in a position to forewarn the community development workers and project team of possible future difficulties.

Possible action for this group

Obviously this requires a lot of personal contact and communication on a personal level by the community development workers, but there is also a place for small group meetings which would have more impact if the C.D. workers used simple audio visual aids, such as slide sets. There is also possibly a role for video to play in conveying the attitude of the project controllers and project staff to the community leaders. And, of course, since the community leaders will be among the most articulate members of the squatter community, it would be useful to video tape their opinions for re-playing at City Hall, Ministry and project management level.

For outside groups like SAIL, then small group meetings backed up by audio visual aids suggest themselves as being the best forum for persuasion. For emphasis, community leaders could be invited along to express their support of the overall upgrading project and the need for it to be implemented as a whole and without contradictory initiatives.

(d) The majority of squatter inhabitants

It is the object of the whole operation to improve the
living standards of the people in the squatter areas. But,
in the process of the upgrading project, the aim is to involve
the people both in the planning and in the implementation
phases. With such a large self-help component to the project,
it is essential that the people in the project areas understand
what is being demanded of them, and what they will get in return.
Some of these people will have to abandon their homes. Given
the complex social organisation of these areas and its
supportive role for urbanising Zambians, this loss of a home
does not mean merely the loss of a capital investment, but it
involves a profound rupture of the social fabric which holds
the community together. There is no reason to assume that
the squatters want water and sewerage at any cost. The
tightly-knit community is resistant to the attitudes and
assumptions of outsiders, especially if they are from City
Hall. The community grew up outside the legal structure of
the Municipality and the squatters may feel that the level of
rates and regulations imposed by the Council is an unacceptable
price to pay for clean water. In short, information about the
upgrading exercise must be carefully prepared, programmed and
released if it is to be effective, because in a fiercely
independent but defensive squatter community subjected to
bewildering changes and new regulations, nothing will spread
faster than a hostile rumour. A suspicious and defensive
squatter community will not allow the project to be implemented
and will use political and even physical pressure to prevent
its implementation.

Possible action for this group

The main burden of communicating with the squatters will
fall upon the community development workers but they will need
help, and there are additional channels of information which
can be utilised. One of the first needs of the C.D. workers
will be a simple pamphlet which explains to the squatters
what is happening to them and their area. This might take
the form of a special issue of Orbit magazine - using comic
strips and drawings as well as photo's to explain the scheme.

If the C.D. workers feel the need, and there are enough
places with electricity, simple audio-visual aids like slide
sets can be prepared and issued.   The C.D. workers must go
to those places where people meet - the shops, the beerhalls and
gardens, etc., and then catch the people's attention to
interest them in the scheme and answer questions.   Colour
slide sets with sound could be very powerful attention-getters.
As schools and day-care centres are built they can also be
used, but it must be remembered that they will be 'outsider'
structures, constructed by the Council, and built to a higher
standard than the surrounding houses, (buildings can communi-
cate too).   It is possible that they will be considered by
the squatters as belonging to 'them' and not 'us'.   If this
is so, the council-built centres and schools will be a bad
place to try and influence the squatter community.   Never-
theless, since schools and day-care centres are good places
to deliver certain medical services because children and
mothers gather there, they will be a place for informational
materials - especially those directed at mothers.

This by no means exhausts the communication needs of
the squatter community.   Sets of posters and simple leaflets
will have to be prepared and distributed in the area.   But
there are two other channels of communication which should
be used.   The first is the press, the radio and television,
all of which should be fed detailed and accurate information
as the project progresses so that this information gets the
widest possible dissemination.   These mass media are
powerful shapers of public opinion and they must be won
over to support the project and not antagonised.   Secondly,
a more unorthodox means of communication is the use of street
theatre to explain the project and motivate the people.
Travelling on the back of a pick-up truck, a small group of
actors can attract and inform large groups of people using
humourous drama.

A final observation

When one expects community participation in the planning
and implementation of a project, communication must play an
important role.   But communication is not a one-way process

that proceeds from the project controllers down to the
beneficiaries.   The people in the squatter area will have
opinions and arguments to put to City Hall and the project
management team.   Much of this will, of course, be accom-
plished by personal communication, face to face between the
squatters, the Community Development Workers and the project's
technical staff.   However, there may well be occasions when
a more formal presentation is necessary.   One of the great
possibilities of lightweight portable video is that it can be
used to relay the views of the squatters to project controllers.
Of course, slides and photo's and the letters column of the
local press can also be used for communication.   The
important thing is not the medium but that the channels of
communication are open for two-way communication.   If this
is so, then the communication centre in the attached proposal
can go a long way to ensuring the smooth running of the
project in both the implementation and evaluation processes.

Greg Lanning,
UNICEF PSC Unit,
January 1974

COMMUNICATION NEEDS OF SQUATTER UPGRADING PROJECT

In any large scale community project such as the proposed
squatter upgrading scheme it is vital that sufficient attention
be paid to the need for communication.   Various messages and
instructions need to be communicated to motivate and instruct
people in the tasks that lie ahead.   Adequate preparation of
all participants in the nature and scope of the project will
reduce the resistance which project of this nature usually
encounter arising from either a lack of knowledge of a lack of
understanding of the project.   There seems to be three main
areas where information will be useful;   (a) to communicate the
precise nature of the upgrading involved, (b) to explain the
nature and validity of the community development approach which
is to be used and (c) to communicate an understanding and
appreciation of the nature of the squatter community and its
role in the life of the city.

In this project one can identify several groups of people
who need to be told different things in different ways about
the upgrading programme.   These groups are (a) the inhabitants
of the squatter areas, (b) the community and party leaders who
either live, or have influence, in the squatter areas, (c) the
project implementation staff, including the technical staff,
and (d) the supervisors of the project in City Hall.   All
these people need to be regularly informed on the aims and
progress of the project at each stage, so that progress can
be monitored, and difficulties foreseen and overcome in advance.

It is proposed, therefore, following the suggestion of
the Town Clerk of Lusaka, that a Communication Centre be
established to support the upgrading project at all stages
of its preparation and implementation.   In the pages that
follow the function, staffing and costing of such a centre
is described in outline.   This is, of course, a preliminary
draft designed to serve more as the basis for further
discussion rather than as a definitive proposal.

THE ROLE OF THE COMMUNICATION CENTRE

The role of the Communication Centre will be to support the project staff, to inform all concerned on various aspects of the project, and to assist in the training of the project staff.

To support:

It would be the task of the Centre to identify in more detail the communication needs of the project; to devise campaign strategies to communicate the various messages; to co-ordinate, and to a lesser degree, to produce the various communication aids required by the project; to supervise and assist in the distribution of these various materials; to be responsible for a complete record of the project; and, finally, to monitor the effectiveness of the materials produced.

To inform:

The Centre should act as an information centre to answer questions on the aims and progress of the project from the public and from the project staff and their supervisors. The Centre should also act as the co-ordination centre for the information inputs of the various agencies involved in the project. It is not intended that the Centre should itself produce a very large proportion of the materials which it distributes. The aim should be for the Centre to delegate the actual production of audio visual aids to those existing units with the relevant facilities which already exist in Lusaka.

To Train:

The other major function of the Communication Centre will be to support and assist the more formal training course being prepared for the Community Development Workers. In this role the Centre will produce various audio visual aids and possibly assist in those sections of the course which relate directly to communications. Another task of the Centre will be to organise and supervise a series of workshops for project staff and community leaders which will be designed either to share experience on the on-going project or as a refresher course for project staff.

JOB DESCRIPTIONS (COMMUNICATIONS SECTOR, ZAMBIA URBAN PROJECT)

I.   Chief Communications Specialist

In the organogram, the chief communications specialist would be situated in the first branching echelon below the project director — at project-cabinet level, so to speak.

His job would be to identify communications needs at every level and stage of project preparation and implementation.   He would oversee the preparation and production of communications materials of all types and the training of staff in communications techniques and the use of audio visual aids.   In broader terms, he would be responsible for adapting modern communications theories and techniques to the particular situation of squatter upgrading in Zambia and for devising effective campaign strategies. In terms of target groups and objectives, he would be responsible for selling the idea of the project to officials and opinion makers, project technical staff, and to project participants: i.e. the squatters themselves.   He would be responsible for devising communications techniques to explain to all concerned exactly what they must do to make the project a success.   He would also be responsible for organizing feedback communications.

He would organize the project communications and information centre and supervise its functioning.   He would also be responsible for co-ordinating the relevant inputs of the various communications units attached to sectoral ministries, e.g. health, education, technical training, etc.   This, indeed, will be a very large part of his job, since much of the expertise and many of the resources necessary for PSC in this area already exist in a scattered way.   In this role, he will be a kind of communications organiser.

The chief communications specialist will liaise with the UNICEF regional PSC Unit in Nairobi and with any similar facilities of the other UN agencies.

Preferably, the chief communications specialist should be a Zambian, with a University degree or equivalent.   Accent on experience in community development work, and creative aspects of communications work, and administration.   He needs a strong personality, able to hold his own at project-cabinet level.

He should be a person responsive to experience in other developing countries. Fluent English, both in comprehension and expression is necessary. He should be able to get along well with other people, develop ideas as part of a team, and sell his own ideas in a tactful way.

It is suggested the candidate be recruited initially for a six-month consultancy while the project is being finalised - hopefully starting work in January 1974. He would be sent for overseas orientation (Bangkok, Delhi, Nairobi) for six weeks during this period. When the project commences, if he has proved his worth in the consultancy period, he will be offered a three-year project contract.

Suggested pay: up to K6,000 per annum, depending on experience and qualifications.

II. Production Assistant

There are more than enough Government production facilities in Zambia to meet most of the needs of the project if a few simple pieces of equipment, noted in the equipment list, are supplied. A production assistant is needed to organise and supervise the production of audio visual and printed materials for the project, utilizing these government facilities. He should have a good technical knowledge of AV and print media production - call him a 'media freak' - and obviously, above all else, he should be a real hustler with an outstanding ability at organising things.

A volunteer supplied by one of the volunteer-using organisations already at work in Zambia would probably be ideal for the job. A UNICEF volunteer would be an alternative.

III. Information and Research Assistant

A centre and clearing house for information from both directions is required. The job of the I and R assistant is to run this centre, liaise with information and AV libraries of other departments, service project staff with needed materials, and answer enquiries from the public. He will be in charge of the practical details of organising workshops and will also be in charge of the centre's own equipment.

The candidate should be a Zambian; a young journalist would probably be good. Suggested salary K3,300 per annum.

PRELIMINARY BREAKDOWN OF COMMUNICATION CENTRE PROPOSAL

TIMING

Late 1973/Early 1974

1. Selection and recruitment of communications specialist.
2. Preparation of materials and organisation of Preliminary Workshop.
3. Ordering of some equipment.

1974 - Preparatory Phase with a Communication Specialist as Consultant

1st Month (February or March?)

The newly recruited Communications Specialist begins his six-month consultancy by a six-week to two-month trip to visit UNICEF Project Support Communications Units in Nairobi, Delhi and Bangkok.

2nd Month (March or April?)

Towards the end of this month, the consultant returns from his trip and begins final preparations for the Preliminary Workshop. Ordering of equipment. Begin work on establishing Communication Centre.

3rd Month (April or May?)

The Preliminary Workshop is held. With the aid of this workshop and his own on-the-spot investigations, the Communications Specialist begins detailed planning of the communication inputs required by the upgrading project. He also makes arrangements with various audio visual production facilities in Lusaka for the preparation and production of the communication aids required. Selection of location for Communication Centre. Ordering of equipment.

4th Month (May or June?)

Continued planning and preparation and production of materials to service project staff, their supervisors and the squatter communities. Further work on the location of the Communication Centre and the recruitment of additional staff.

5th Month (June or July?) and **6th Month** (July or August?)

Preparation and production of various communication materials for the project and preparation of the Communication Centre.

7th Month onwards

The Communication Centre's activities dovetail with the needs of the Upgrading Project and the workplan of the Centre will be worked out according to the progress of the project.

SQUATTER UPGRADING PROJECT

Communications Centre - Budget

		KWACHA	U.S.$
Communication Specialist	3 years	18,000	28,000
Secretary	"	9,000	14,000
Production Assistant	"	15,000	23,335
Research and Information Assistant	"	10,000	15,556
Secretary (to Assistants)	"	7,500	11,668
Clerk/Messenger	"	4,500	7,000
Sub Total		61,500	95,675

Transport

		KWACHA	U.S.$
Fiat Station Wagon	"	2,000	3,111
Expenses	"	4,200	6,540
Sub Total		6,200	9,645
TOTAL		67,700	105,320

Conversion rate: U.S.$1.00 = Kwacha 0.6428

COMMUNICATIONS CENTRE

Capital Equipment - Budget

		KWACHA	U.S.$
Cameras	2 Nikkormats 3 Lenses, Cases, Filters etc.	900	1,400
Tape Recorders	1 Unipac Sony reel-to-reel	120	187
	2 Unipac Cassette Recorders	100	155
Projectors	1 Bell & Howell Unipac 16 mm	400	622
Video	1 Portable system, compatible with TVZ equipment standards	1,500	2,333
Small Offset Press	Multilith type	1,000	1,556
Typewriters	1 Twelve point 1 Standard	600	933
	Sub Total	4,620	7,187

Consumable Items - Budget

	LOW		HIGH	
	KWACHA	U.S.$	KWACHA	U.S.$
Film 35 mm Colour and Black and White stock Tape Sony PY5 and PY7 and Sony C90, C60 cassettes	1,000	1,556	2,000	3,111
Processing and chemicals, paper, etc.	3,000	4,667	6,000	9,334
Duplication of slide sets and photos	3,000	4,667	6,000	9,334
Posters, production costs	4,000	6,228	10,000	15,560
	11,000	17,118	24,000	37,339
TOTAL	15,620	24,305	28,620	44,526

Conversion rate: U.S.$1.00 = Kwacha 0.6428

APPENDIX I

Preliminary outline Communication Component for the Training curriculum for Community Development Workers

(A) **Communications Theory**

What is communication? Formal and informal modes of communication. Distinction between Media and Message. The influence of one upon the other. Different models of the communication process.

(B) **Personal Communication Skills**

Instruction in the importance of good personal communication, in individual, small group and large group situations. Development of an awareness of informal communication modes such as dress, manner, language etc. One technique for developing personal communication skills is role playing.

(C) **Use of Audio Visual Aids**

Why, when, where and how to use audio visual aids. The audio visual aids which are available from posters, through slide sets, to 16 mm film. Their relative advantages and disadvantages. How to plan a campaign using a variety of communication aids, remembering that the role of communication aids is to support community development workers. The aids themselves cannot do the job.

(D) **Production of aids**

The costing and production of different audio visual aids. The use of equipment such as slide projectors, etc. Simple care and maintenance of equipment. Tour of local production facilities. Visit and instruction in the role of the Communication Centre.

(E) **Know the Target Audience**

The anthropology and economics of the Lusaka squatter settlements. The attitudes and aspirations of the people. The social organisation of the area. Existing channels of communication within the squatter areas.

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Notes

The Communication Needs of the Urban Squatter Upgrading Project in Lusaka, Zambia. Some obsersvations and recommendations.
This paper was prepared at the request of UNICEF, Lusaka, and presented to the Lusaka City Council, the World Bank, and the American Friends Service Committee.
Introduction by John Balcomb, a section by Greg Lanning. An annex outlining a communications component for the squatter project.

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