

Zambia

Lusaka Clean City Project

-Aiming to achieve a clean city by supporting the establishment of a newly created waste management company-

Feb. 2023



One of problems addressed by the Project: inappropriate discharge manner at the Central Business District



1. Project background and challenges

The scenario surrounding the problem of an increase in the volume of waste in Lusaka, the capital city of Zambia, is similar with many other African neighbours: a consequence of rapid population growth along with urbanization. According to the provisional results of the census conducted in 2022, Lusaka's population has grown by 40% over the past 10 years to over 3 million people. The Zambia National Strategy Vision 2030, developed in 2006, states that '80% of waste will be collected and transported by 2030' and the Lusaka Waste Management Improvement Plan (2022-2026) sets the same target. However, these targets have been developed without sufficiently reliable key basic data, such as the amount of waste generated and discharged, and how much is being collected and transported. It is thus necessary to update the existing targets to those derived from actual data, which requires development of a data-acquisition system. Unreliable collection services are resulting in a major social problem in Lusaka, such as unlicensed collectors and illegal dumping. Among the problems related to waste management, the particularly serious issues include: 1) the situation in the peri-urban areas, where low-income households are concentrated; and 2) the plight of management of the final disposal site. The public health crisis caused by the cholera epidemic in 2016 was reportedly partly due to uncollected waste left behind in communities. Now, in early 2023, cholera is occurring in some provinces again, there is growing recognition among

relevant government agencies of the urgent need for improved waste management, including better management of final disposal sites from an environmental and public health perspective.

In response to these challenges, Zambia has made progress in recent years in developing a legal system for waste management. The cornerstone of this is the Waste Management Act of 2018. This Act provides a comprehensive framework for waste management in Zambia for the first time and defines the responsibilities and roles of all relevant institutions. At the national level, the Ministry of Local Government and Rural Development (MLGRD) is positioned as the regulatory and supervisory body for waste management. The waste management system at the local government level has been modified: in addition to the existing waste management system by local authorities, it is now possible to set up a private limited company and transfer waste management operations to it.

In response, the Lusaka Integrated Solid Waste Management Company (LISWMC or the Company) was established in Lusaka City in November 2018, and waste management tasks previously handled by the Municipal Public Health Department are in the process of being transferred to the Company. The Company is now in charge of waste management. This move is aimed at improving waste management services by streamlining, speeding up and strengthening decision-making, private contract management, budget and financial management, etc. These improvements are expected to result from

management by a single entity, i.e. the Company, rather than the Public Health Department, which is part of the City's administrative structure (i.e. bureaucracy).

Against this background, a request for a technical cooperation project was made by the Government of Zambia with the aim of strengthening the operational framework for waste management. This technical cooperation Project started its activities in 2022, based on the Record of Discussion (R/D) signed between Zambia and Japan on 17 June 2021.

(1) Project title

The Lusaka Clean City Project

(2) Overall goal

Municipal solid waste is managed based on the Solid Waste Management Improvement Plan (2027-30)

(3) Project purpose

Capacity of solid waste management in Lusaka City is strengthened.

(4) Outputs

1. The current status and priority issues for waste management are identified by MLGRD, LCC and LISWC.
2. Management capacity of solid waste collection and transport is improved and its basic method is established.
3. Operation and management capacity of the final disposal site is improved and its basic method is established.
4. The management structure of LISWMC is developed.

(5) Counterparts

Mistry of Local Government and Rural Development (MLGRD)

Lusaka City Council (LCC)

Lusaka Integrated Solid Waste Management Company (LISWMC)

(6) Project period

Four years (from 7 April 2022 to 6 April 2026)

(7) Target area

Lusaka City

2. Analysis of the issue

Waste management in Lusaka is supported by various actors: the local authority, which is legally responsible for waste management, there is also a public company that has taken over waste management operations on behalf of Lusaka Municipality, private contractors (franchise companies (FCs), community-based enterprises (CBEs)) who undertake most of the collection and transportation services, as well as the citizens and commercial establishments that make use of waste management services. In Lusaka, the cost of waste management is covered by the users of waste collection services who enter into contracts with private contractors and pay a fee. Therefore, the entire waste management system cannot function without underlying public trust in the collection service. Currently, waste management in Lusaka is in a vicious circle, as shown in the diagram below. The crux of this Project is how to break this vicious circle and turn it into a virtuous circle by restoring function and trust.

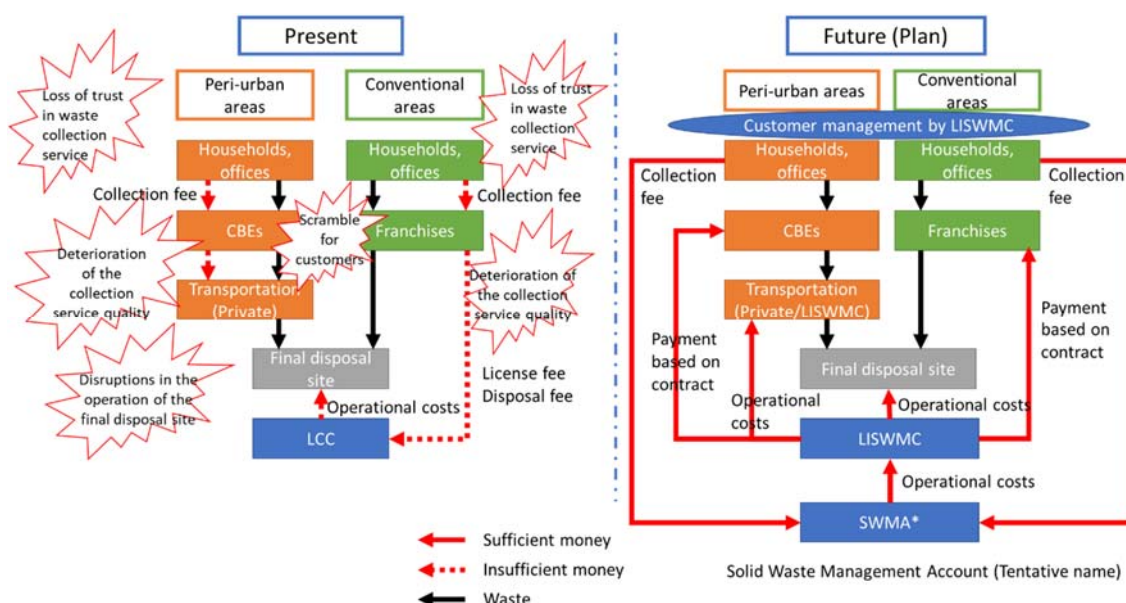


Figure: Current challenges and future vision for waste

2. Problem-solving approaches

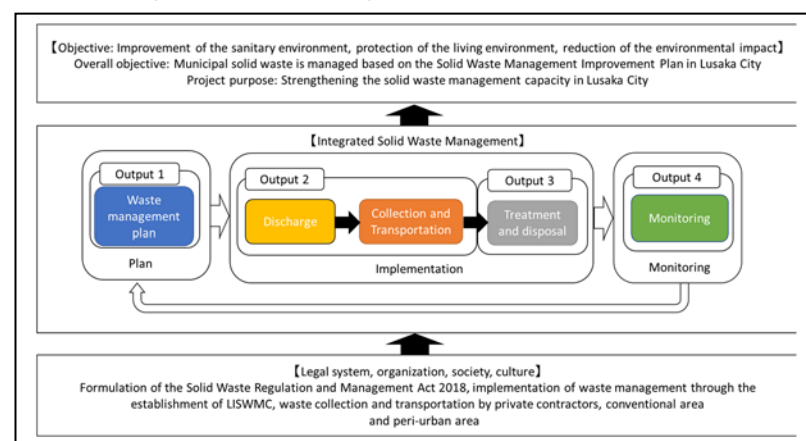
Although Project activities have only just started, the basic approach features below.

1) Building relationships and integrating the various actors supporting waste management

Waste management in Lusaka is currently a situation where problems in each element of the waste flow - discharge, collection and transport, and disposal - cause problems in other elements. This situation occurs because waste management is not made up of independent elements, but rather they influence each other. Therefore, to improve the current situation, it is essential that the actors responsible for each element of the waste flow not only fulfil their own roles and responsibilities, but at the same time understand the need to build trust based on transparency and accountability, understanding the relationships with the relevant institutions, other departments, private contractors and citizens. (Figure below). The Project aims to restore the functioning of the collection and transport system, restore the functioning of the final disposal system and build the financial infrastructure and organisational capacity to support the waste management system in an integrated manner.

As a first step, staff from all three parties, namely, LISWMC, MLGRD and LCC, have been meeting together at the monthly Project team meetings since the beginning of the Project activities, with a view to promoting communication among them. These organizations are the Zambian counterparts of the Project and, at the same time, play an important role in waste management in the City of Lusaka.

In addition, although waste management is primarily the responsibility of local authorities, large-scale investments, such as the construction of final disposal sites, require national policy and financial resources. This is why the Project, at the request of the MLGRD, has decided to partially support the development of the National Solid Waste Management Master Program.



2) Early response to bottlenecks: priority implementation of restoring the functionality of the Chunga final disposal site

As mentioned above, the poor condition of the Chunga final disposal site in particular has become a bottleneck in the overall waste flow.



Chunga final disposal site, as of February 2023. Waste is disposed of on the surrounding roads.

The situation is particularly critical during the rainy season, when access roads become impassable, preventing private collectors from disposing of waste where it should be disposed of, leading to a situation where waste is pushed out of the disposal area. This situation has significantly reduced collection and transport efficiency, resulting in a vicious circle of leftover refuse and illegal dumping in communities. The proper functioning of final disposal sites is directly linked to the improvement of the quality of waste collection services provided by private companies and will help to restore public confidence. For this reason, this bottleneck must be quickly addressed as a priority. The Project is currently supporting some of the improvement works. At the same time, the Japanese experts are discussing measures to normalize the final disposal site with the LISWMC management team as a part of the Project support towards development of a business plan for the first year (2023).

3) Collection and use of accurate information and data

Information and data are key to facilitating integrated efforts. Monitoring data such as collection efficiency, collection rates, fee income and fee collection rate, help clarify the roles of each department/entity in waste management and its impact on the work of the others.

As mentioned above, the waste management sector in Zambia is data-scarce, including basic

information (e.g. waste generation, collection and transport). The Project will support LISWMC staff to conduct data collection and analysis of waste flows, particularly through pilot projects aimed at improving collection and transport. This is aimed at gaining an accurate understanding of the current situation as well as at developing the staff capacity to conduct similar studies themselves in the future.



LISWMC staffs present results of discussions on improvement of the Chunga disposal site at a Project monthly meeting.

In concrete terms, in the pilot project area, basic information on the contracts, such as the areas covered by the contracts of franchise companies and CBEs, the population in the area (number of households), the number of customers (number of households), rates, the amount of waste collected, etc., are obtained and analysed. In addition to the contractual areas shown on the map, the areas where the franchisees and CBEs are actually developing their services will be identified and organised in a GIS (Geographic Information System) to check for any discrepancies with the contracts and overlaps with other companies.

4) A step-by-step approach to building an organisation to achieve 'improved waste management through effective collaboration with private sector contractors'.

The transfer of waste management tasks to the LISWMC and the various organisational and financial transfer procedures involved are more complicated, time-consuming and laborious than expected. As a result, the LISWMC is currently still in a situation where staff have to work with a 'secondment' status from their home local authority. On the other hand, waste management work is a task that has to be undertaken day and night, without a break every day; thus, the LISWMC is already engaged in its daily work without having to wait for the solid organisational structure to be put in place. While the official transfer to LISWMC has been delayed from the initial plans, the concerned Zambian parties are fully aware of the need for LISWMC to develop its organization on a step-by-step manner, paying attention to maintaining the financial health. The Project monitors and supports such an organization-building process, with continued discussion with the Zambian side.

It is important to remember that the establishment of the new Company, as mentioned above, is "aimed at improving waste management services shall improve at the end of the day: by streamlining, speeding up and strengthening decision-making, private sector contract management, budget and financial management, etc." While the Company is a public entity by its nature, its management and staff need to be prepared to match the private sector counterparts with its management efficiency.

The Project shall support the process of forthcoming contract renewal with the private sector companies, the franchisees and the CBEs, which includes review of contractual elements such as collection services fees.

3. Future activities planned

The main activities planned for 2023 are as follows.

(1) Outcome 2: Improved collection and transport.

- Preparation and implementation of various surveys, including Waste Amount and waste Content Survey, capacity surveys of franchise companies and CBEs, and public opinion surveys
- Preparation and implementation of pilot projects for refuse collection and transport.

(2) Outcome 3: Improved operation and management of final disposal sites.

- Conducting land-measurement surveys.
- Development of operational improvement plans.

(3) Outcome 4: Support to the Company to build its organisation and develop the National SWM Master Program

- Support for the development of the LISWMC 2023 business plan and preparations for the review of various elements for the renewal of the private collector contracts.
- Conduct a series of preparatory consultations with local authorities in relation to development of the National SWM Master Program (including organising data collection training in collaboration with UN-HABITAT).