



LILONGWE CITY COUNCIL

STRATEGIC PLAN

2020/1 TO 2024/5

ABRIDGED VERSION

FINAL

AUGUST 2021



LILONGWE: CLEAN, GREEN & PROSPEROUS



FEEDBACK

The Lilongwe City Council welcomes comments and feedback to improve the design and implementation of our strategic plan. We urge citizens, civil society organizations and other interested partners and stakeholders to contact us and to discuss any matter of interest raised by our plan. Please assist us by letting us know what you think and identifying ways for us to improve the services we deliver.



Phone

+265 1 775 757

Toll Free #346

Email

info@lcc.mw

Web Site

www.lcc.mw

Social Media

<https://www.facebook.com/LilongweCityCouncil/>

Written Correspondence

LCC

PO Box 30396

Lilongwe, Malawi

TABLE OF CONTENTS

FEEDBACK.....	I
TABLE OF CONTENTS.....	II
ABBREVIATIONS	II
STATEMENT BY THE MAYOR.....	III
FOREWORD BY THE CHIEF EXECUTIVE OFFICER.....	IV
LILONGWE: OUR CITY.....	V
INTRODUCTION	1
MISSION.....	1
VISION.....	1
VALUES.....	1
PLAN OVERVIEW.....	2
COMPONENT #1: FINANCES	3
1.1 MAKE THE BUDGET MORE TRANSPARENT, PRIORITIZED AND RESULT ORIENTED, ENSURING AT LEAST 80% OF THE BUDGET IS ALLOCATED TO DIRECT SERVICE DELIVERY BY 2024/5.....	4
1.2 INCREASE REVENUES, COLLECTING A TOTAL OF KW 47.2 BILLION FROM 2020/1 TO 2024/5	4
1.3 REDUCE DEBTS TO 18% OF OWN SOURCE REVENUE AND SET ASIDE 10% OF THE BUDGET TO FINANCE CAPITAL INVESTMENT AND MAINTENANCE	5
1.4 REGAIN CREDIBILITY BY MEETING ALL FIDUCIARY RESPONSIBILITIES.....	5
COMPONENT #2: MANAGEMENT	6
2.1 TRANSFORM ORGANIZATIONAL CULTURE AND FOSTER GOOD GOVERNANCE.....	6
2.2 USE PUBLIC PRIVATE PARTNERSHIP (PPP) TO PROVIDE 38 DIFFERENT SERVICES	7
2.3 MOBILIZE AT LEAST MK 5 BILLION VIA PARTNERSHIPS WITH DONORS AND CIVIL SOCIETY	8
2.4 IMPROVE PRODUCTIVITY THROUGH RESTRUCTURING AND BY ELIMINATING ABSENTEEISM AND PAYROLL FRAUD	9
2.5 CREATE ACCOUNTABILITY FOR RESULTS	9
COMPONENT #3: SERVICE DELIVERY	10
3.1 SPUR LOCAL ECONOMIC DEVELOPMENT, SUPPORTING 1,600 INFORMAL SECTOR PARTICIPANTS.....	11
3.2 EXPAND GREEN AREAS BY 300 HECTARES AND PROTECT THE CITY'S ENVIRONMENT FOR FUTURE GENERATIONS.....	11
3.3 COLLECT AND PROPERLY DISPOSE OF 70% OF ALL SOLID WASTE GENERATED.....	12
3.4 MAKE ROADS SAFER, CLEANER AND LESS CONGESTED	13
3.5 MITIGATE COVID 19, STRENGTHEN PUBLIC HEALTH, AND TRIPLE MCH VISITS	13
3.6 ASSIST 25,000 POOR HOUSEHOLDS WITH HOUSING AND LAND FORMALIZATION AND COMPLETE 4 HIGH PROFILE TOWN PLANNING PROJECTS.....	14
3.7 FINANCE AND IMPLEMENT A \$20 MILLION CAPITAL INVESTMENT PROGRAM.....	14
3.8 UPGRADE BASIC EDUCATION BY ALLOCATING AT LEAST MK 400 MILLION IN LCC GRANTS.....	15
3.9 PROVIDE YOUTH SERVICES TO 10,000 YOUNG PEOPLE AND SPORTING COMPETITIONS TO 50,000 PEOPLE	16

ABBREVIATIONS

CDS, City Development Strategy	MLHUD, Ministry of Lands, Housing and Urban Development)
CEO, Chief Executive Officer	NLGFC, National Local Government Finance Committee
FDH, First Discount House	PAYE, Pay As You Earn
HR, human resources	PPP, public-private partnership
ICT, information and communication technology	PSD, private sector development
LLC, Lilongwe City Council	SP, strategic plan
M&E, monitoring and evaluation	SWM, solid waste management
MK, Malawian Kwacha	TEVET, a training levy for vocation training paid by employers (1% of wages)
MLGRD, Ministry of Local Government and Rural Development	

STATEMENT BY THE MAYOR

I am proud to be the Mayor of this beautiful city, the Capital City of our great country. Our city is full of potential, our residents full of energy and creativity. Unfortunately, our city is now at important cross-roads. Our financial situation has worsened and we must restore honour and integrity to our Council.

Our mission is **“to tirelessly serve all the citizens of Lilongwe City”** and our vision is **“a future Lilongwe that is clean, green and prosperous.”** In tackling our work, we will live by our core values, which are hard work, integrity, customer service, producing visible results (that citizens care about), and innovation.

Our financial situation has negatively affected our ability to provide even the most basic of services to our residents. We collect only 22% of all solid waste generated; our MCH clinics are understaffed; our roads are ill-lit and infrequently repaired; and, we have not supported the private sector, which is our city’s engine of growth. We have no parks and our rivers and open spaces are under increased threat.

Our resources are only sufficient to provide the average resident public services valued at 10.6Kwacha per person per day. This is insufficient to bring about meaningful development. Most of our revenues pay staff and operational costs, leaving little to invest in much-needed infrastructure. Our debts are crushing. They have reached 122% of our annual revenues and money which should be used to deliver services are being diverted to repay prior obligations. Our assets are old and in constant need of maintenance. Taxes are routinely evaded and corruption and maladministration has plagued our city for years. We will address these financial problems in an aggressive manner, reforming our budget system, increasing revenue collection, better managing our debts and assets, and improving accountability in the execution of our budget.

During mid-2019, several new managers were employed by the City. Though they brought a positive attitude of reform, our organizational culture remains conservative and many services are provided exactly as they were some forty years ago. There remain switchboard and telephone operators. Grass is cut by hand; drains are cleaned by hand; streets are swept by hand. Some staff are under-employed. To change this, we must hold our staff accountable for results and we must right-size the



Juliana G. Kaduya

THE MAYOR, LILONGWE CITY COUNCIL

Council, matching staffing levels to workloads and the demand for services. We will convert ourselves from an organization that manages people, and that employs mostly unskilled labour, to an organization that regulates services, that contracts the private sector, and that uses modern, state of the art technology.

This plan offers a bold transformation that requires difficult choices and discipline. We must free up resources which have been poorly used in the past and which have not been allocated to the priorities of our citizens. Implementing this plan will require courage and creativity. It will require dedication. Though difficult, Lilongwe and this Council is up the difficult challenges ahead. We will succeed and restore the trust and confidence of our people.

FOREWORD BY THE CHIEF EXECUTIVE OFFICER

Over the years the performance of Lilongwe City Council has been suboptimal. There has been a crisis of confidence in the City Council by city residents and by our partners; service delivery in terms of both quality and coverage has been low. It was agreed a fresh start was needed to rebuild the confidence of citizens, staff, and partners and transform the delivery of services.

The Lilongwe City Council has developed this ambitious five-year strategic plan (July 2020 to June 2025) to transform the City of Lilongwe. It is an ambitious but necessary set of reforms under extremely difficult circumstances.

The plan comes at an opportune moment when Malawi has launched the Malawi 2063 national transformation agenda. Urbanization is one of the three pillars for Malawi's transformation and the implementation of this transformative plan for Lilongwe City will greatly contribute to the realization of the 2063 national vision. The plan will help in translating the public sector reform agenda for Lilongwe City Council into action and results

The Plan is the outcome of a consultative process undertaken within the limitations of the COVID 19 pandemic through workshops, meetings, focus group discussions, social media, written correspondence and over the phone. I would like to thank all those who took part to contribute ideas, suggestions, criticisms in order to build a better Lilongwe worthy the Capital City of Malawi.

Given the breadth of the changes required, the strategy focuses on a limited number of manageable, innovative priorities and big ideas, many of which involve establishing strong management fundamentals. The plan is supported by a detailed "roadmap to success." The plan is divided into 3 components focusing on improved finances, management reforms and strengthening service delivery. There are 17 strategic objectives.



John Chome

CEO, LILONGWE CITY COUNCIL

The Strategic Plan is a living document. The Lilongwe City Council welcomes comments and feedback at all times during the life of this plan. We urge citizens, businesses, civil society organizations and other interested partners and stakeholders to contact us and to discuss any matters of interest. I also appeal for the active participation of all residents and all our partners in the implementation of this strategy. Together we will create a Lilongwe City that is CLEAN, GREEN, and PROSPEROUS.

Accountability for results will be a key feature of the implementation of this strategy. There will be an independent assessment and update on the implementation of the strategy every year. The strategy is also complemented by a new Lilongwe City Council Service Charter.

A handwritten signature in dark ink, appearing to read 'John Chome', written in a cursive style.

John Chome
Chief Executive Officer

LILONGWE: OUR CITY

Lilongwe is the largest city in Malawi. It began as small fishing village on the banks of the River Lilongwe. A *boma* (fort) was built in 1902. In 1965 it was decided to shift the capital to Lilongwe, relocating from Zomba. In 1975 Lilongwe was declared the capital. The aim was to concentrate Government administration in one city and to stimulate development in the Central and Northern Regions by establishing a major growth point in the centre of the country.

With the relocation of all government head offices from Blantyre completed in 2005, Lilongwe has encountered a high rate of urbanization. As a planned city, Lilongwe is divided into 4 sectors: Old Town, Capitol Hill, Kanengo, and Lumbadzi. This design clusters residential, employment and service areas around each centre, in order to reduce travel distances and avoid congestion.

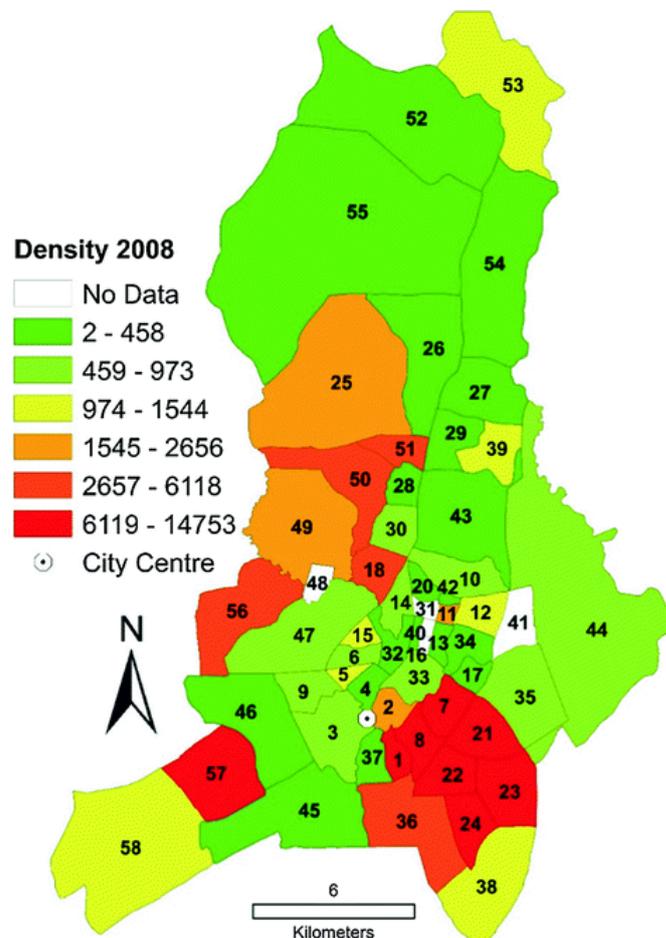
The city is further divided into 58 areas. The numbers are assigned chronologically, not geographically.

Lilongwe is located on a plateau in Central Malawi, forming part of the East African Rift Valley, and situated at an altitude of 1,050 meters above sea level. It has a land area of 474 square kilometres.

Our city is situated at the centre of a large agricultural area, and since the 1920s has served as a major agricultural market centre for the Central Plateau Region. Kanengo, in the north, is the main industrial area, where food processing, tobacco storage and sales, maize storage, and other activities related to light industry are centred. Finance, banking, retail trade, construction, transport, public administration, tourism, and tobacco manufacturing are the main economic activities in our city. Kamuzu International Airport is located to the north of the city and has a capacity of 600,000 passengers per year.

The civil service employs about 27% of the city's work force while the private sector employs about 40%. The remaining 24% are self-employed, typically in small informal sector activities.

Lilongwe's population stands at about 1.1 Million and is growing at a rate of almost 4% per year. About 76% of our population lives in informal settlements. Poverty stands at roughly 25% with unemployment estimated at 16%.



YEAR	POPULATION
1966	19,425
1977	98,718
1987	223,318
1998	440,471
2008	674,448
2015	905,000
2020	1,122,000

SOURCE: <https://populationstat.com/malawi/lilongwe>

INTRODUCTION

This strategic plan defines a broad direction forward for the Lilongwe City Council (LCC). It covers a 5-year period from July 2020 to June 2025.

Section 146 of our nation's Constitution establishes local government authorities as democratically elected representatives of their communities. These authorities are to:

- Promote infrastructure and economic development
- Encourage private sector development
- Promote awareness of local issues to national government (through planning)
- Consolidate and promote local democratic institutions and democratic participation

To genuinely implement this mandate and to meet the service delivery expectations of our residents, we need meaningful and fundamental change. Failing to do so will further erode the confidence of our citizens, our staff, and our partners. Given the breadth of the changes required our plan focusses on a limited number of managerial, innovative priorities and big ideas.

There are many reasons to believe our City is capable of noticeable and meaningful reform and that we can drastically improve the quality and level of services we deliver.

First, during mid-2019, several new managers were employed. They bring a positive attitude of reform and a willingness to change the organizational culture of the LCC. Second, there is an untapped potential to drastically improve revenue collection and to use public private partnerships to

finance the expansion of service delivery. Third, we have several allies for reform. The Ministry of Local Government and Rural Development is committed to seeing the City reach its potential; the World Bank has proven to be a willing partner; other donors are likely to follow suit, once we can show positive results. Fourth, many of our younger and newer staff have brought a variety of experience and a strong can-do attitude. Lastly, our citizens and the business community are both genuinely interested in seeing improvements and in participating in an era of reform.

trans·for·ma·tion

/ tran(t)sfər' māSH(ə)n/ ◀▶

noun

a thorough or dramatic change in form or appearance.

A fundamental change in the structures, culture, and practices of the City Council, in order to profoundly alter how it functions and performs

MISSION

Our mission is to: **Tirelessly serve all citizens of Lilongwe City**

VISION

Lilongwe will become a city of opportunity.

Our vision is: **A future Lilongwe that is clean, green and prosperous.**

VALUES

Our core values reflect our fundamental beliefs in who we are as an organization. They form a set of unwavering guiding principles, that will keep us on the right path. Our core values will be considered in everything we do. Our values are:

- | | |
|-------------------------------------|---|
| Hard work | ■ WE will be diligent, dedicated, and professional in everything we do |
| Integrity | <ul style="list-style-type: none"> ■ WE will be trustworthy and honest in all our dealings ■ WE will eliminate all traces of corruption and waste in our Council and we will relentlessly discipline any employee misusing public resources |
| Customers and services first | <ul style="list-style-type: none"> ■ WE will put citizens first in everything we do ■ WE will provide friendly, fair, simple, transparent, fast and effective services to all our city residents |
| Visible Results | ■ WE will create visible results that our residents care about |
| Innovation | ■ WE will actively pursue new and inventive ideas and we will have the courage to act immediately upon them |

PLAN OVERVIEW

This is an abridged, shorter version of the full strategic plan. It aims to serve an external audience.

An overview of the plan is depicted adjacently.

The plan is divided into 3 components: finance, management, and service delivery. The first two components, which focus on the improved financial health and management of the LCC are considered essential foundations to improve the delivery of services.

Each component has an overall goal and is further divided into strategic objectives. Across the strategic plan there are 17 strategic objectives.

In terms of layout, the remainder of the plan documents each strategic objective, by describing:

- A brief situation analysis;
- A list of key strategies (describing, broadly, what the LCC will do); and
- Some of the key results and milestones that are expected to be achieved and implemented.

This allows the reader, in one place, to get a full picture of a group of related issues, as well as the solutions proposed by the LCC.

A much deeper discussion, and the full rationale for each strategy is contained in the complete strategic plan, while implementation and operational details are contained in a *Roadmap to Success*. These documents will be used by LCC staff in their annual planning and budgeting and in their daily work.

The remainder of this plan describes each component and strategic objective.

 THE COUNCIL	MISSION	To tirelessly serve the citizens of Lilongwe City	
	VISION	A future Lilongwe that is clean, green and prosperous	
	CORE VALUES	Hard work; Integrity; Customers and Services First; Innovation	
 FINANCE	GOAL	Fix the city's finances by significantly increasing revenues; better allocating and managing available resources; and freeing up resources to expand the delivery of critical services	
	STRATEGIC OBJECTIVES	1.1	Budget: Make the budget transparent, prioritized, and result-oriented
		1.2	Revenue: Significantly increase revenues
		1.3	Assets and liabilities: Eliminate debts and invest in physical assets
		1.4	Scrutiny: regain credibility by meeting all fiduciary responsibilities
 MANAGEMENT	GOAL	Adopt modern management practices, by unleashing private sector initiative; partnering; and embedding a culture of good governance, efficient service delivery, and accountability for results	
	STRATEGIC OBJECTIVES	2.1	Governance: Transform organizational culture and foster good governance
		2.2	PPP: Use PPP to provide 38 different services
		2.3	Partners: Mobilize at least a total of MK 5 billion via partnerships with donors and civil society
		2.4	Restructuring: Improve productivity through restructuring and eliminate absenteeism and payroll fraud
		2.5	Performance management: Create accountability for results
 SERVICES	GOAL	Provide services in a more efficient & cost-effective manner, focusing on private sector development, environmental protection, solid waste management, transport, public health, and town planning	
	STRATEGIC OBJECTIVES	3.1	Local economic development: Spur local economic development, supporting 1,600 informal sector participants
		3.2	Parks & environmental management: Expand green areas by 300 hectares protecting the environment for future generations
		3.3	Solid Waste management: Collect and properly dispose of 70% of all solid waste generated
		3.4	Transport: Make roads safer, cleaner & less congested
		3.5	Public Health: Mitigate covid 19, strengthen public health, and triple MCH visits
		3.6	Town planning: assist 25,000 poor households with housing and land formalization
		3.7	Investment planning: Finance and implement a \$20 million capital investment program
		3.8	Basic Education: Upgrade basic education by allocating at least MK 400 million in LCC grants
		3.8	Youth and Sports: Provide youth services to 10,000 young people and sporting competitions to 50,000 people

COMPONENT #1: FINANCES

The Council is in a precarious financial situation. Because our resources are limited, the services we provide to the average resident are valued at only 10.6 Kwacha per person per day. Such resources are insufficient to bring meaningful development to our city. Most of our revenues pay staff and operational costs, leaving little to invest in much-needed infrastructure. Our debts are crushing. They have reached 122% of our own source revenues and money which should be used to deliver services are being diverted to repay prior obligations. Our assets are old and in constant need of maintenance. The book value of our vehicles is zero. This drives up costs of service delivery. Taxes are routinely evaded and corruption and maladministration has plagued city revenues and financial transactions for years. We will address these problems in an aggressive manner, by radically reforming our budget system, increasing revenue collection, better managing our debts and assets, and improving scrutiny and accountability in the execution of our budget. We will strengthen both internal and external audit. Ultimately, the budget is a means to make important decisions and improve our delivery of services.



Fix the City's finances, by significantly increasing revenues; better allocating and managing available resources; and freeing up resources to expand the delivery of critical services

STRATEGIC
OBJECTIVES
(SO)



1.1 Make the budget more transparent, prioritized and result oriented, ensuring at least 80% of the budget is allocated to direct service delivery by 2024/5



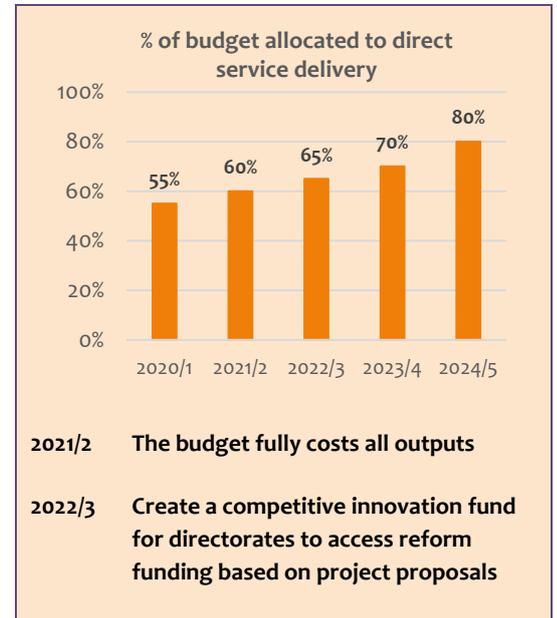
Historically, during the budget process resources have been largely allocated to internal administration rather than direct service delivery. Budgets are not output based, making it impossible to calculate the unit cost of providing a given service. This limits our ability to track the efficiency of service delivery over time. To address this, we will adopt 4 main strategies.



- 1.1.1 Develop simple fiscal ratios to limit administrative expense and ring-fence service delivery, asset accumulation, and debt repayment**
- 1.1.2 Develop revenue targets based on compliance with statutory requirements**
- 1.1.3 Promote budget transparency, including the costing of outputs**
- 1.1.4 Competitively reward new ideas through additional budget allocation**



EXPECTED RESULTS



1.2 Increase revenues, collecting a total of KW 47.2 Billion from 2020/1 to 2024/5



The City has insufficient revenues to provide the basic services required by its residents. In 2018/9 each resident of the city received, on average, services of equivalent to 11 Kwacha per person per day. Revenue collection faces problems of weak incentives, maladministration, and corruption. To address this, 6 main strategies will be employed.



- 1.2.1 Create incentives, step up legal action, generate political support, & focus on large tax payers to collect property tax arrears of MK 7 Billion (of the outstanding MK 11.7 Billion)**
- 1.2.2 Expand the tax base by using Zonal Officers to identify gaps and triangulating data from other agencies**
- 1.2.3 Strengthen data management; link registries between different revenue sources**
- 1.2.4 Outsource revenue collection and the management of commercial assets**
- 1.2.5 Restructure departments and incorporate revenue collection into performance contracts for all Directors**
- 1.2.6 Simplify the revenue system, increasingly adopting flat rates and eliminating low yield sources and nuisance taxes**



EXPECTED RESULTS



1.3 Reduce debts to 18% of own source revenue and set aside 10% of the budget to finance capital investment and maintenance



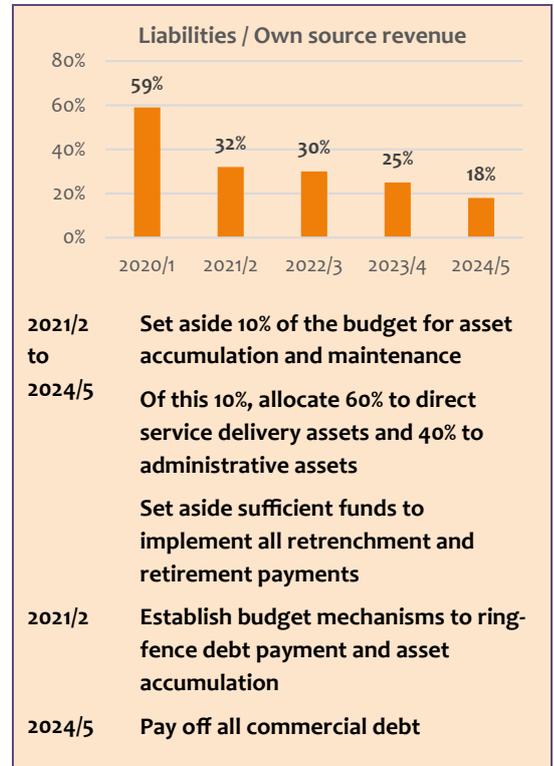
The LCC balance sheet faces several key problems. By June 2018, debts had reached alarming levels, and were equivalents to 122% of annual own source revenues. The city owed KW 4.3 Billion including KW 0.7 Billion in commercial loans, KW 1.8 Billion KW in staff compensation, and KW 1.5 Billion in Pay-As-You-Earn. Capital investment was insufficient and as of June 2018, all vehicles and equipment had fully depreciated and land and buildings had lost 35% of their value.



- 1.3.1 Create a prioritized ring-fenced fund to pay all necessary retirement and retrenchment costs
- 1.3.2 Pay down the entire FDH loan balance and continue paying TEVET and PAYE liabilities as per agreements with the Malawi Revenue Authority
- 1.3.3 Establish and implement a formula-based asset acquisition and maintenance fund to modernize the Council's capital stock



EXPECTED RESULTS



1.4 Regain credibility by meeting all fiduciary responsibilities



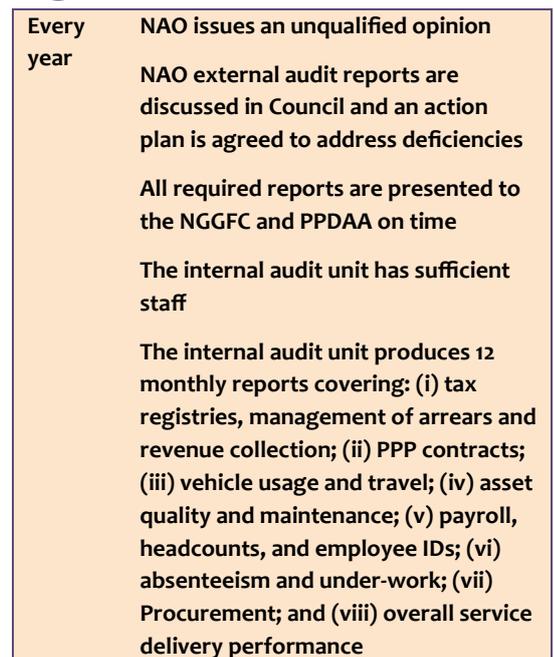
The LCC is the steward of public financial resources on behalf of our residents. In the past, the City routinely failed to meet its fiduciary responsibilities. Financial statements and external audits were not completed for the 7-year period from 2012/3 to 2018/9. In the past, records were not presented to the National Local Government Finance Committee on time, procurement plans were not prepared, and reports to the Public Procurement and Disposal of Assets Authority were irregular. These failures compromised our relationship with central government, banks, and development partners. It undermined credibility.



- 1.4.1 Complete all statutory external financial reporting and audit requirements
- 1.4.2 Strengthen the internal audit unit, to ensure the completion of one thorough and high-quality internal audit report each month



EXPECTED RESULTS



COMPONENT #2: MANAGEMENT

During mid-2019, several new managers were employed by the City. Though they brought a positive attitude of reform, the LCC’s organizational culture remains conservative and many services are provided exactly as they were in the 1970s. There are a large number of secretaries and messengers; there remain switchboard and telephone operators. Grass is cut by hand; drains are cleaned by hand; streets are swept by hand. Some staff are underemployed. To change this, we will need to hold staff accountable for results and we will need to right-size the Council based on actual workload and demand for services. We will convert ourselves from an organization that manages people, and that employs mostly unskilled labour, to an organization that regulates services and that provides services through contracts using modern, state of the art technology. We will actively seek partnerships with the private sector, civil society, development partners and the central government. The goals and strategic objectives of this component are as follows.



Adopt modern management practices, by unleashing private sector initiative; partnering; and embedding a culture of good governance, efficient service delivery, and accountability for results

STRATEGIC OBJECTIVES (SO)



2.1 Transform organizational culture and foster good governance



A meaningful change in organizational culture is needed to genuinely transform the LCC. Several governance issues need to be addressed. First, the legislative, representative, and supervisory capacity of councilors needs strengthening. Second, though regular public hearings are held, citizen feedback and participation is insufficient. Third, no director in the LCC is female and programs tend to lack a strong gender equality focus. Seven strategies have been developed.



EXPECTED RESULTS



2.2 Use public private partnership (PPP) to provide 38 different services



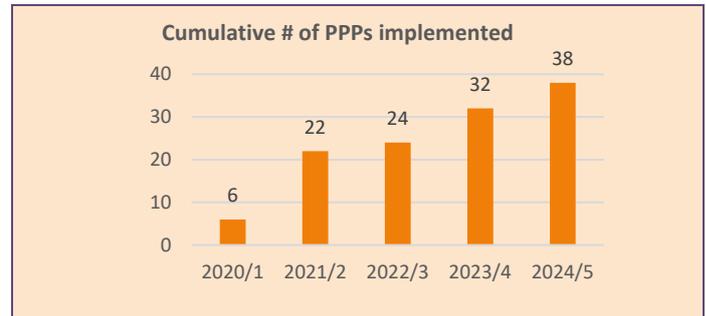
Service delivery remains inefficient. In a PPP arrangement, the City purchases (“buys”) services rather than provides (“makes”) the service itself. A PPP approach takes advantage of the private operators’ technical expertise and managerial competence. It makes use of competition to lower prices of service delivery. Current fiscal burdens, the inability to borrow, and liquidity constraints have led the City to a point where private financing of infrastructure is often the cheapest or only feasible option. In a PPP model, the city will establish policy, assess the feasibility of outsourcing, and create clear and monitorable service delivery standards. The 38 potential areas to outsource, subject to feasibility study, are outlined adjacently.



- 2.2.1 Implement the outsourcing of select services
- 2.2.2 Develop, document and implement new and clear PPP procedures



EXPECTED RESULTS



Public Administration: (1) cleaning & gardening; (2) the secretarial pool; (3) possibly the driving pool; (4) Possibly messenger services; (5) possibly IT & photocopying; (6) vehicle maintenance; (7) other workshops (buildings); (8) debt collection; (9) feedback & anti-corruption management



Commercial activities: (10) Lilongwe Guest House; (11) Wenela Business Complex; (12) Chidzanjia Building; (13) town hall & river beautification; (14) Community Centers; (15); taverns; (16) nursery & fuelwood production



Public Health and markets: (17) sewerage to the LWB; (18) solid waste management; (19) public toilets; (20) markets; (21) possibly cemeteries; (22) possibly labour-based sanitation (grass cutting, drain cleaning, etc.); (23) laboratory services; (24) holding areas for confiscated animals



Transport, parks: (25) parking; (26) towing illegally parked vehicles; (27) mechanized street sweeping; (28) road repair / maintenance; (29) firefighters’ food (30) park development; (31) park cleaning & maintenance



Infrastructure development by build-own-transfer: (32) bus terminals; (33) a modern market; (34) new public toilets; (35) housing developments; (36) solid waste conversion to energy; (37) new cemeteries; (38) modern abattoir



Chinsapo Outreach Center



2.3 Mobilize at least MK 5 Billion via partnerships with donors and civil society



The development problems of Lilongwe cannot be solved in isolation, solely by the LCC. To transform our city, we will need to form lasting and sustainable partnerships, bringing together central government, development partners, and civil society. Partnerships will help mobilize ideas, know how, and finances. They will strengthen good governance and enable the City to improve access and quality of services.



STRATEGIES

2.3.1 Establish and staff an Outreach Unit to identify and build lasting partnerships

2.3.2 Mobilize policy support and cooperation from the MLGRD and other central Government agencies

2.3.3 Form partnerships with civil society focussing on public health information, citizen engagement, environmental protection, private sector development, and social welfare

2.3.4 Identify, jointly finance, and implement projects with development partners



EXPECTED RESULTS



LCC Fire Vehicle



2.4 Improve productivity through restructuring and by eliminating absenteeism and payroll fraud



As of early 2020 the LCC employed 1,644 staff and wages accounted for 43% of total expenditure. Many LCC staff were under-utilized or performed administrative duties. Wage bill savings is needed to repay debt and invest in public infrastructure and the services our residents care about. Staffing must be transformed from a burden to an asset and must be clearly linked to the priority services (outputs) to be produced. We continue to face problems of widespread absenteeism, with rates reaching 50% in some instances. All staff identities have not been physically verified.



- 2.4.1 Restructure to align all positions to workloads and to priority service delivery
- 2.4.2 Reduce absenteeism rates to 5%
- 2.4.3 Verify all staff identity and fully adhere to the retirement age



EXPECTED RESULTS



- 2021/2 All staff reaching retirement age retired
All staff verified through mandatory IDs and physical check
Voluntary retirement procedures established
HR data includes each employee's Directorate, unit, and output
- All years Random monthly absenteeism checks completed

2.5 Create accountability for results



We have not fully employed performance management systems. Until now, we lacked a strategic plan linked to the budget. Bottom up planning was not in use and we did not have clear performance targets, nor the data required to hold staff accountable or to reward them for their performance. This lack of targets and incentives affected our ability to enforce service delivery standards and to create a clarity of expectations. To address this, five strategies will be implemented.



- 2.5.1 Operationalize the strategic plan by linking the strategic plan to a coherent process of annual planning and budgeting, including bottom up ward planning
- 2.5.2 Implement scorecards and performance agreements for all managers
- 2.5.3 Create a Delivery Unit as part of the CEO's office to prioritize results, solve high level problems & assure unbiased implementation of M&E and performance management systems
- 2.5.4 Operationalize 7 client service charters to establish citizens' "rights" to receive services within a well-defined timeframe, or of a particular standard
- 2.5.5 Pilot performance-based rewards to test the selective use of bonuses based on performance indicators



EXPECTED RESULTS



- 2021/2 Performance contracts and scorecards designed
Delivery unit in operation
- 2022/3 6 ward projects implemented
Client service charters in use in 2 areas
- 2023/4 60% of all directorates can cost their most important output
- 2024/5 At least 75% of client service charter transactions meet standards
Client service charters used in 4 areas
- 2025/6 5% of own sources allocated to wards



COMPONENT #3: SERVICE DELIVERY

Our financial situation has negatively affected our ability to provide even the most basic of services to our residents. We currently collect only 22% of all solid waste generated; our MCH clinics are understaffed; our roads are ill-lit and infrequently repaired; and, we have not supported the private sector, which is Lilongwe’s engine of growth. We have no parks and our rivers and open spaces are under threat. Primary schools are overcrowded and face problems of dropouts and repetition of grades. This strategic plan offers a bold restructuring, that requires difficult choices, that frees up resources which have not reflected the service delivery priorities of our people. The goals and strategic objectives of this component are as follows.



Provide services in a more efficient and cost-effective manner, focussing on private sector development, environmental protection, solid waste management, transport, public health town planning; and basic education

STRATEGIC OBJECTIVES (SO)

- Private sector development

3.1 SO
- Parks and Environment

3.2 SO
- Solid Waste management

3.3 SO
- Transport

3.4 SO
- Public health

3.5 SO
- Town planning

3.6 SO
- Investment Planning

3.7 SO
- Basic Education

3.8 SO



LCC Park



Installation of street lights



3.1 Spur local economic development, supporting 1,600 informal sector participants



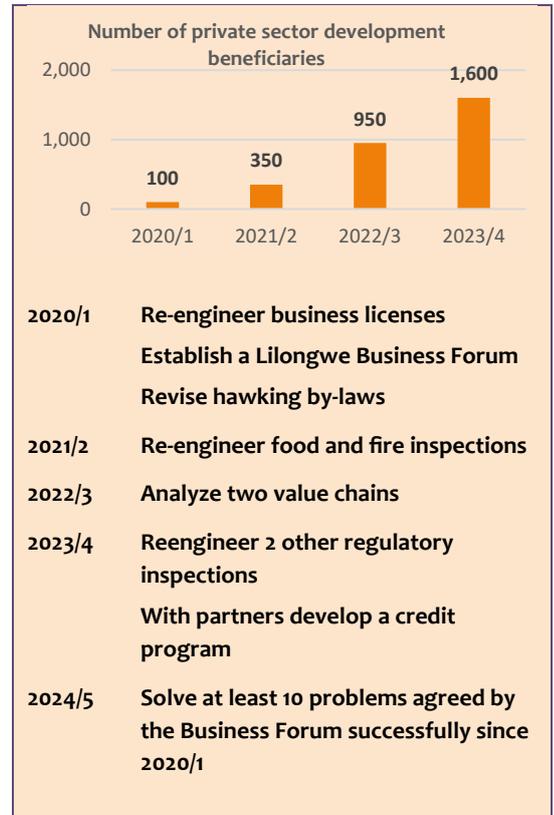
In terms of local economic development, the LCC has focused on managing markets and collecting business licenses. This is insufficient to support economic growth in Lilongwe. Over time we will need to provide a wider range of private sector support initiatives including joint problem solving with the private sector, access to finance, developing public infrastructure, enhancing business skills, and promoting our most competitive sectors. This strategic plan represents our first true attempt to promote private sector development, on a limited basis, through the 5 strategies below.



- 3.1.1 Hold 6 meetings per year as part of a Lilongwe Business Forum to identify investment opportunities and to actively solve constraints facing the private sector
- 3.1.2 Cut red tape and improve inspection procedures in at least 5 LCC regulatory processes
- 3.1.3 Support 1000 street vendors and waste pickers, as some of the most vulnerable informal sector operators
- 3.1.4 Strengthen two value chains including 300 entrepreneurs
- 3.1.5 Provide financial support to 400 informal sector entrepreneurs through access to credit programs implemented by NGOs or micro-finance institutions



EXPECTED RESULTS



3.2 Expand green areas by 300 hectares and protect the city’s environment for future generations



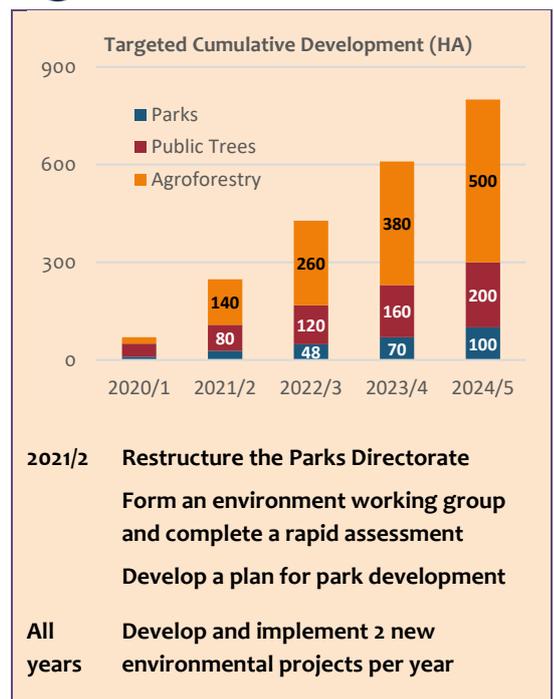
Lilongwe faces serious environmental threats. Almost all river areas are either encroached or deforested, are unprotected, are being used for cultivation; or suffer sand mining or the dumping of sewerage. We have insufficient parks and green areas, despite the City’s natural beauty. There are no significant recreational areas developed or maintained by the City, though some modest work was initiated with two community parks (in Areas 18 and 49) and the creation Eden Park in Area 13. Our strategies address parks, river protection and the planting of trees in public areas, and the promotion of agro-forestry on private lands.



- 3.2.1 Strengthen the directorate by developing simple data tools and by managing the environment through projects and partnership
- 3.2.2 Create and maintain 100 hectares of new parks and recreational areas
- 3.2.3 Fully protect 200 hectares of wetlands and river areas (buffer zones)
- 3.2.4 Re-establish 500 hectares of forestry and agroforestry cover



EXPECTED RESULTS



3.3 Collect and properly dispose of 70% of all solid waste generated



Most households dispose of their waste in open spaces, on riverbanks, and along roadsides. Most waste is burned (creating greenhouse gases) or is dumped in open pits or spaces. Our 2017 baseline study calculated that only 8.7% of all generated waste is collected; though, our current estimate is that about 120 tons/day, or 22% of the waste generated is collected. This rate is much less than most other major African cities. Waste collection problems confront the city at every step of the chain, including the poor state of the City’s dumpsite.



- 3.3.1 Create a conducive institutional environment including plans, projects, technical support & by-laws
- 3.3.2 Clarify financing mechanisms & accurately gauge costs of collection
- 3.3.3 Outsource 50% of all solid waste collection, focusing on residential collection
- 3.3.4 Develop collection, sorting & recycling opportunities, to reduce costs & volumes transported
- 3.3.5 Professionally manage the dump site and seek a PPP for energy conversion



EXPECTED RESULTS



LCC Mayor, Juliana G. Kaduya, participating in a city clean-up exercise



3.4 Make roads safer, cleaner and less congested



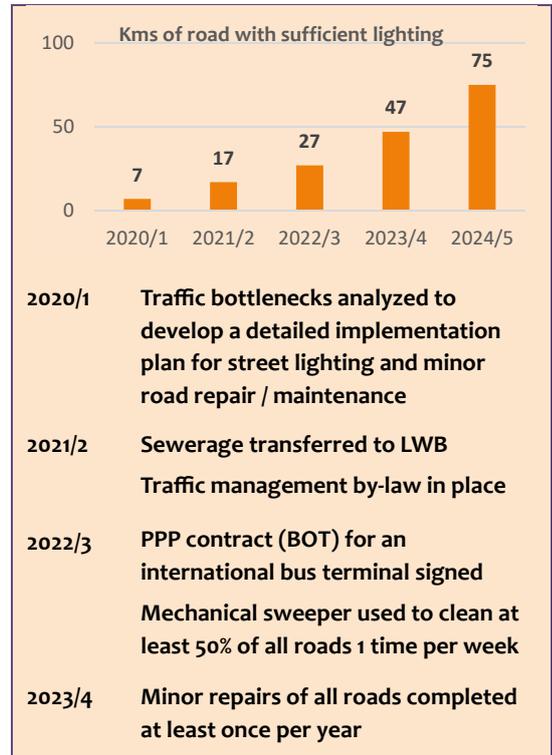
Our transport sector faces serious congestion. Poor drainage has deteriorated the network and some roads are of poor quality. Many are filled with potholes, contributing to a high incidence of traffic accidents. Mini-buses are poorly regulated. Lighting is insufficient and plagued by widespread vandalism. Roads are cleaned by hand, at major expense. With funds insufficient to fully meet the needs of the sector, we will use our limited local resources to focus on street lighting, to improve public transport and traffic management, to reduce the costs of street cleaning, and to undertake minor repairs.



- 3.4.1 Strengthen the City's capacity & management of the transport sector
- 3.4.2 Repair existing lights and install 40 new kilometres of solar powered LED lights, ensuring > 75 kilometres of road are adequately lit
- 3.4.3 Reduce congestion through improved traffic management & public transport
- 3.2.4 Use mechanical street sweepers to clean at least 50% of all roads
- 3.2.5 Establish a pothole and minor repair unit repairing all 371 kilometres of road at least one time per year



EXPECTED RESULTS



3.5 Mitigate COVID 19, strengthen public health, and triple MCH visits



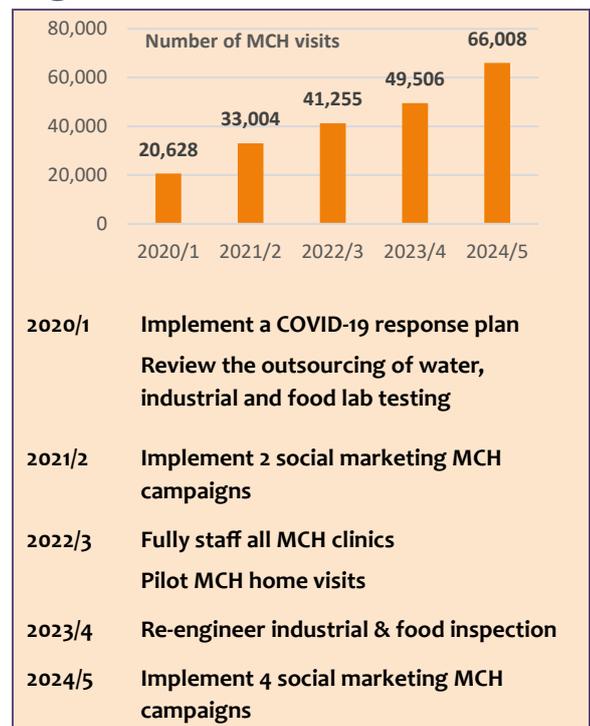
The LCC has a mandate to provide preventative public health measures. With this in mind, this strategic objective focusses on: the COVID-19 pandemic; water and food safety; and maternal and child health care (MCH). With the outbreak of COVID the city must play an active role in communications and regulating social distancing. The LCC operates or regulates 10 MCH clinics which received 16,502 visits in 2019/20. With an estimated 48,000 births per year, clinic usage is very low. Inspection rates of food handlers and industrial discharge is also low. Three key strategies will be pursued.



- 3.5.1 Promote social distancing and create awareness to contain and mitigate COVID-19
- 3.5.2 Strengthen public health and triple laboratory testing of water, food, and industrial waste
- 3.5.3 Provide full MCH services at 8 clinics, tripling the number of visits by 2024/5



EXPECTED RESULTS



3.6 Assist 25,000 poor households with housing and land formalization and complete 4 high profile town planning projects



Because of high migration rates, housing is inadequate and informal settlements have grown rapidly. Many residents in these areas live without adequate water, sanitation, or refuse collection. With much of the management of land under the Central Government, our focus will be to manage urban sprawl by expanding housing, regularizing titles and developing high-profile integrated planning projects. Our four strategies to do this are:



- 3.6.1 With the private sector, create housing developments to serve 15,000 poor households
- 3.6.2 Design and implement an informal settlements regularization program assisting 10,000 household
- 3.6.3 Create green boundaries in 5 areas and incorporate areas 59 to 62 as part of the city
- 3.6.4 Implement one major, integrated town planning transformational project each year



EXPECTED RESULTS



- 2020/1 **Identify new housing opportunities**
With the Ministry of Lands develop a land formalization program
- 2021/2 **Establish a by-law to extend city boundaries, incorporating areas 59, 60, 61 and 62**
Formalize 500 title deeds as a pilot
- 2022/3 **Establish a housing development for 5000 persons**
- 2024/5 **Establish housing for a total of 15,000 households and titles for 10,000 plots**

3.7 Finance and implement a \$20 million capital investment program



Though Lilongwe has accumulated a large stock of public infrastructure, significant gaps exist. The City does not have a comprehensive capital (investment) plan. Unlike other elements in our strategic plan, this investment requires external funding, either through donors or in agreement with central government bodies and financial institutions. Funding will only be possible once internal reforms rebuild the credibility of the LCC. Our strategies, which reflect the major steps of capital mobilization, are:



- 3.7.1 Complete an inventory and gap analysis of existing infrastructure
- 3.7.2 Using consultative processes create a list of prioritized infrastructure investments
- 3.7.3 Development of a project portfolio
- 3.7.4 Fund investments with partners



LIKELY INVESTMENT AREAS AND EXPECTED RESULTS

	Road investments
	A mass transit (bus) system
	A modern market
	An international bus terminal
	Solid waste collection and disposal
	Town planning regeneration projects
	Housing projects
2022/3	\$20 Million in capital investment agreed (mobilized)
2023 to 2025	Investment projects implemented



3.8 Upgrade basic education by allocating at least MK 400 million in LCC grants



Schools in the city face numerous problems. First, there is a resource imbalance between schools. For example, school level student / teacher ratios range from 17.3 to 106.1. Inspections and supervision is sporadic. In 2020 only 36% of all public schools were inspected; of these 80% were assessed as satisfactory. Third, resource constraints have led to school over-crowding; there are insufficient classrooms, qualified teachers, and materials. Student to teacher and student to classroom ratios both exceed 70. Fourth, net enrolment rates remain low (at around 80%). Lilongwe City students exhibit high repetition rates (about 8%) and relatively low pass rates (about 80%). Finally, community school boards remain weak. To address these problems, we will establish a system of basic education grants, allocated during our budget process, to implement the following strategies.



STRATEGIES

3.8.1 Operationalize a basic education fund equivalent to 1% of LCC revenues

3.8.2 Construct at least 30 classrooms and 100 latrines, together with communities

3.8.3 Provide at least 10,000 textbooks and 1,500 desks

3.8.4 Upgrade certification of at least 200 teachers

3.8.5 Develop the capacity of at least 20 community school boards

3.8.6 Ensure every school is inspected at least once per year



EXPECTED RESULTS

2021/2	<p>Classroom, desk, textbook, teacher, and Board capacity gaps identified for each school</p> <p>A plan to allocate LCC grants by school and sub-strategy developed for 2021/2 to 2024/5</p>
2022/3 to 2024/5	<p>All schools inspected at least once and inspection and annual education reports submitted to the Education Committee</p> <p>Quarterly random spot checks on absenteeism completed for each school</p>



LCC full council meeting



LILONGWE CITY COUNCIL

3.9 Provide youth services to 10,000 young people and sporting competitions to 50,000 people



Lilongwe has a young population. In the 2018 census 58% were between the ages of 10 and 35. Although youth constitutes a significant proportion of the population, they lack basic opportunities to fully develop their potential. In addition to insufficient access to specific youth development programs, young people lack access to sporting grounds and to sporting competitions. Youth face a wide range of problems, including significant school dropout rates (Figure 16, page 40), a lack of skills and employment opportunity, and threats of domestic and sexual violence



- 3.9.1 Mobilize financial and technical support for youth and sports activities, increasing funding by 200%
- 3.9.2 Implement youth development programs that serve 10,000 youths per year by 2024/5
- 3.9.3 Develop and operationalize at least one new Youth Centre
- 3.9.4 Develop sports facilities at primary schools, ensuring at least 75% of all schools have sufficient sporting grounds
- 3.9.5 Implement annual sporting competitions, totalling at least 10,000 annual participants by 2024/5
- 3.9.6 Develop at least one new multi-purpose sports facility to serve the city



EXPECTED RESULTS



2021/2	Plan for expanding primary school sporting grounds in place 2 partnerships for youth development realized
2022/3	Identify and prepare bidding for a public private partnership to create a new multi-purpose sports facility
2024/5	50% of all primary schools have sporting grounds
2025/6	New youth center constructed Multi-purpose sports facility completed 75% of all primary schools have sporting grounds

