

IMPLEMENTATION OF PUBLIC-PRIVATE PARTNERSHIPS IN THE MANAGEMENT OF
TRADING PLACES IN ZAMBIA: THE CASE OF THE BUILD OPERATE AND
TRANSFER CONTRACT BETWEEN LUSAKA CITY COUNCIL AND CHINA HAINAN

By

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the degree of Master of Public Administration

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DECLARATION

I hereby declare that this dissertation represents my own work and that it has not been previously submitted for a degree, diploma or other qualifications at this or any other university.

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CERTIFICATION OF APPROVAL

This dissertation of Arthur M Simasiku has been approved as partial fulfilment of the requirements for the award of the degree of Master of Public Administration by the University of Zambia.

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ABSTRACT

In 2001, Lusaka City Council (LCC) signed a memorandum of understanding with China Hainan to redevelopment the then deplored Luburma market characterized by poorly designed structures made of concrete, plastic papers and tents into a modern market. The redevelopment was also meant to address problems of management and general service provision such as management of garbage, drainage systems, supply of water and provision of toilet facilities. However, one wonders how the implementation of the PPP has affected management and service provision at the market. What is not known is whether the problems faced prior to the implementation of the PPP have been resolved. Therefore, this study sought to investigate the implementation of PPPs in the management of trading places using the Build Operate and Transfer agreement between LCC and China Hainan.

The specific objectives were: To evaluate the legal and institutional framework of the Luburma market PPP; To assess the extent to which the implementation of the Luburma market PPP was adhering to the agreed terms; To investigate the levels of marketeers' satisfaction with the services provided under the Luburma market PPP; To investigate the challenges faced by Lusaka City Council (LCC) in the management of Luburma market and To make policy recommendations on how PPPs in the management of markets can be made more effective.

The total sample size for the study was 116, 16 key informants were purposively selected. Systematic sampling was used to select 50 marketeers from the part of the market being managed by China Hainan. While simple random sampling was used to select the other 50 marketeers with shops under the management of LCC. Both primary and secondary data were used for this research. Qualitative and quantitative data was also used in this study. Qualitative data was analyzed by transcribing it into the major themes which emerged. Quantitative data was analyzed using Statistical Packages for Social Sciences (SPSS).

Generally, the study showed that management of Luburma market was divided and shared between LCC and China Hainan. Some terms of reference were adhered to while others were not. Service delivery on the other hand was solely the responsibility of LCC. The study also showed that there was lack of substantial effort on the part of LCC and China Hainan to engage marketeers (major stakeholders) in the market's management and operations. The study reviews

that service delivery at the market was becoming problematic despite the market being under a PPP. The study also reviewed that, the high quality infrastructure at Luburma market was subsequently deteriorating as the market was not being renovated despite the developers having pledged the responsibility to do so. The study, therefore, recommends the following; Procurement of garbage collection tools such as wheelie bins, skip bins, as well as tipper trucks in order to improve garbage management; sensitization of market users on the importance of maintaining high levels of hygiene in markets; construction of more toilet; construction of boreholes to act as reservoirs in the event that Lusaka Water and Sewerage Company ration the commodity. The study further recommends; constant review of the PPP agreement; the need to renegotiate PPP; Concessional Period Of 20-30 years should be considered for future PPPs and; the need to develop a communication strategy that will be used to simultaneously communicate the benefits, expectations and challenges facing Luburma market PPP.

DEDICATION

To Mr Paul Simasiku Mwizabi and Mrs Agatha Nosiku Mubambekwa Mwizabi

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LIST OF ABBREVIATIONS

BOOT - Build Own Operate Transfer

BOT - Build Operate Transfer

CBE – Community Based Enterprise

DBOT - Design Build Operate Transfer

DHMT –District Health Management Team

EBZ - Export Board of Zambia

GDP - Gross Domestic Product

GRZ - Government of the Republic of Zambia

IMF - International Monetary Fund

LAA - Local Administration Act

LCC – Lusaka City Council

LGA – Local Government Act

LWSC – Lusaka Water and Sewerage Company

MAC –Market Advisory Committee

MOU - Memorandum of Understanding

NPM - New Public Management

NWASCO – National Water and Sanitation Company

PPP - Public-Private Partnership

SAP - Structural Adjustment Programme

SEDB - Small Enterprise Development Board

SOE - State-Owned Enterprises

UNIP - United National Independence Party

VfM - Value for Money

WB - World Bank

WMU – Waste Management Unit

WSC - Water and Sewerage Companies

ZANAMA - Zambia National Marketers Association

ZDA - Zambia Development Agency

ZEPZA - Zambia Export Processing Zones Authority

ZIC - Zambia Investment Centre

ZPA - Zambia Privatization Agency.

CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.0 Introduction

Unarguably, there is a strong economic rationale for close cooperation between the public and private sectors. Consequently, this has resulted in a significant increase in the demand for the provision of public services through instruments combining public and private institutions such as Public-Private Partnerships (PPPs). This study seeks to analyze the implementation of PPPs in the management of trading places using the Luburma market PPP as a case study. To elaborate more on management of markets using PPPs, this chapter defines what PPPs are. The chapter proceeds by presenting the historical background to the Luburma Market PPP, statement of the problem, research objectives, research questions, rationale of the study and the conceptual framework used in the study.

1.1.1 Background

Definitions of PPPs vary from source to source because PPPs depend on the context in which they are materialized, institution, jurisdiction, investment and public procurement. For this reason, most international organizations and countries are enshrining a definition of PPPs in their laws. What is common about the various definitions is that, PPPs involve concessions or other contractual arrangements with public bodies where the private sector makes a service available to the general public. According to Robinson et al (2010) a PPP is a generic term for the different forms of relationships or partnerships that could possibly exist between the public sector and the private sector to form collaboration with the sole aim of financing, developing, constructing and for the effective management of public infrastructures.

In a PPP, the relationship between the two sectors comes in different forms. These include, Build–Own-Operate-Transfer (BOOT), Build Operate Transfer (BOT), Design Build Operate Transfer (DBOT) among others. Smyth and Edkins (2007) contend that these relationships are designed to be of mutual benefit, risk sharing, and usually long term and in a concession arrangement. The essence of the long term contract is to enable the private sector to repay loans sourced from banks, and other financial institutions and make some profit in the process.

In spite of the current emphasis accompanied by a multiplicity of definitions, PPPs are not new in the developmental agenda. Osborne and Gaebler, (1992) suggest that there is evidence that concessions, the most common form of PPPs where the private sector exclusively operates, maintain and carry out the development of infrastructure or provides services of general economic interest, date back thousands of years. While the practice has been around for millennia, the term PPP was coined and popularized in the 1970s, when neo-liberal ideas began questioning the previously dominant Keynesian paradigm and the role of the state in the context of poor economic performance. Poor economic performance as indicated by Gomes (1990) led to new ideas such as privatization and later New Public Management (NPM) becoming the new vogue.

Consequently, one of the most influential factor leading to the emergence of NPM has been the historical shift in state ideology towards a neo-liberal framework which rejects the welfare state, opposes a large public sector, doubts government capacity, blames public bureaucracy, believes in private sector superiority and emphasizes market competition in service delivery. According to Saul and Leys (1999), such an anti-public sector and market-led ideological transition has taken place in developed countries like the United States of America and the United Kingdom. The NPM model has also been embraced by developing countries in Asia, Africa, Latin America and transitional societies in Eastern Europe. In various degrees, the main components of NPM including the principles of privatization, market competition and value-for-money can be observed in these continents.

In the African context, the need for PPPs was propagated by structural weaknesses of the continent's economic position which were generally recognized shortly after many African states gained their independence after 1955. During this time, it was assumed on all sides that active state intervention would be necessary to overcome them. The structural weaknesses of the continent's economy coupled with the rapid increase in world interest rates in the early 1980s, on top of the oil price rises, tipped a world economy already suffering declining profit rates into recession. As a result, most African countries faced a reduced demand for their exports while having to pay much higher interest rates on their debts. At this time, it was widely accepted that African governments should borrow to invest in public infrastructure and also to meet other demands that could not be met due to the relative reduction in commodity prices. By the mid-

1980s, most of the government debt in Africa was owed to the World Bank and IMF. This gave these two institutions the leverage they needed to implement their newly adopted policies of deregulation and privatization through what were called Structural Adjustment Programmes (SAPs). These SAPs as indicated by Saul and Leys (1999) almost invariably included the following elements of what is now called neoliberalism: reduced government spending and greater fiscal discipline to control inflation; removing import controls and restrictions on foreign investment; privatization of State Owned Enterprises (SOEs) and devaluation of the currency. This situation necessitated the need for collaborative governance which resulted into PPPs being invoked as alternatives to bureaucratic public services and inefficiency SOEs often for the promotion of partial privatization (Cavelty and Sute 2009).

Coming to the Zambian context, at independence in 1964, Zambia was one of the most prosperous countries in sub-Saharan Africa. With substantial agricultural and mineral resources, the prospects for growth and human development seemed bright. However, poverty was extremely high and the new government faced a major challenge to redress the large inequalities which existed in the distribution of income. Instead of addressing the inequalities, Mukela (2008) argues that, the urban-bias was further entrenched in 1972 when the copper mines were nationalized as part of the newly adopted strategy based on the establishment and expansion of SOEs. In addition, the fast growth of the late 1960s ended when world copper prices fell sharply in the early 1970s making export earnings to erode thereby placing considerable pressure on the current account. The government, believing this negative terms-of-trade shock to be temporary, borrowed heavily to lessen the sharp decline in imported consumer and investment goods. This according to the World Bank, (2003b) resulted in foreign debt to mount rapidly while Gross Domestic Product (GDP) growth dropped to 0.5 per cent. Rather than initiate a process of structural adjustment and encourage diversification, the government chose to adopt regulatory policies (Osei-Hwedie, 2003). In 1978 the government acknowledged failure of its regulatory policies and implemented the country's first SAP. Following the implantation of the first SAP, the country entered a period of economic transition and in the mid-1980s, the government attempted a second SAP aimed at correcting price distortions. Despite improved macroeconomic stability, political will was undermined and the reform process remained half-hearted (Bigsten and Kayizzi-Mugerwa, 2000). By the mid-1980s subsidies comprised 20

per cent of the fiscal budget, while price controls made many state enterprises unprofitable and in need of cross-subsidization.

In 1991, a new government of the Movement for Multi-party Democracy was ushered into office and, inherited an unstable and contracting economy characterized with high poverty levels, inequality, a collapsing copper-dominated export sector and massive foreign debt. This made the new government to implement the fourth SAP which encompassed macroeconomic stabilization; public sector reform; external liberalization; privatization of state assets and agricultural reforms. Although these reforms hoped to stimulate growth and diversify the economy, GDP growth remained stagnant at 0.2 per cent throughout the 1990s, (Bratton and Liatto-Katundu, 1994).

With the stagnation of GDP and failure to diversify the economy, it was becoming acceptable that government could no longer manage SOEs, social issues and service provision alone. As such, the government embarked on privatization. The procedures for privatization and commercialization of SOEs were initially guided by the Privatization Act of 1992 and its subsequent amendments (Republic of Zambia, 1996). Nonetheless, since 2006 these procedures have been guided by the Zambia Development Agency (ZDA) Act of 2006. This shift was due to the repeal of the Privatization Act. Under the Privatization Act, the function of privatization of SOEs was performed by the Zambia Privatization Agency (ZPA). However, in 2006, ZPA was merged with four other institutions, namely, Zambia Investment Centre, Export Board of Zambia, Small Enterprise Development Board, and Zambia Export Processing Zones Authority to form a new institution called ZDA (ZDA, 2015). Since then, the functions of privatization have been performed by the Board of ZDA (Republic of Zambia, 2006b).

The Zambian government adopted two major forms of privatization which were complete and partial privatization. Under complete privatization, the private sector is given all the rights of ownership and management of property. In the case of partial privatization, joint ventures between the public and private sectors are established (Hughes, 2003). Privatization had implications for the Zambian government. First and foremost, it changed the role of the government in the process of providing goods and services. Instead of the government being the only provider, it created an environment within which the private firms could operate.

With complete form of privatization, challenges leading to lose of employment upon new investors retrenching old employees arose. This intensified poverty issues. As such, the government turned to partial privatization. Here, the government recognized the issue was no longer whether to privatize but when and how best to do so. With this realization, PPPs are now being sought as a form of privatization. It is however important to note that, Zambia has had PPP transactions long before the formulation of ZDA and the subsequent adoption of the PPP Act number 14 of 2009. These PPP transactions according to Mukela (2008) include:

- a) The 25 years concessioning of Mpulungu Harbour Corporation to Agro Fuel Zambia in 2000. The concession was cancelled by Government in 2010 for failure to perform.
- b) The 20 years concessioning of Zambia Railways assets to Railway Systems of Zambia in 2003. This concession has since been cancelled (in 2012) by Government for breach of contract and failure to perform to Government's expectation.
- c) The Kasumbalesa One-Stop-Border Post 25 years build-operate- and transfer contract with Baran Trade and Investment Limited (operated as Zambian I.P. Border Crossing Company Limited) in July 2009. The contract has since been reversed by Government (in 2012).
- d) The 65 year build-own-transfer contract between Lusaka City Council and China Hinani for the financing, construction, operation and transfer of Lubama Market in 2001. This concession is still subsisting and it is the area of focus of this research.

Following the aforementioned PPP projects, it is important to make mention that in Zambia two economic sectors can be established. These are public and private sectors. The assumption here is that, the part of the national economy that is not under direct state control is considered as the private sector. In line with this assumption, some of the Multinational organizations that have partnered with the public sector to form PPPs are actually Para-Statal companies from their country of origin. However, in Zambia they register as pure private organizations. As such, ZDA considers every partnership they engage in with the public sector as PPPs within and outside the boundaries of Zambia. Such partnerships, according to ZDA (2014), include the build-own-transfer PPP agreement between Lusaka City Council and China Hainan.

1.1.2 Historical Background to the PPP at Luburma Market

In 1928, the site of today's Luburma market (commonly known as Kamwala Market) was chosen to be developed as a market catering for Africans (Wood 1986). The construction of Luburma Market was part of the colonial authority's plan for the new capital of what was then called Northern Rhodesia. During the colonial period, markets in Lusaka were under the control of the African Affairs Department of the Municipal Council, which supervised the city markets by enforcing laws and regulations (Henkel 1986).

After independence, Luburma market developed into the capital's liveliest trading area with Indian wholesale shops selling anything from groceries to hardware, chitenge and salaula. As the shopping area of choice for people with limited income, it grew rapidly and started becoming a strategic place for political recruitment, and its management a target of political maneuver. Hansen (2010) argues that, since independence the growth of markets has meant the prevalence for political maneuver and recruitment of party cadres. For example, during the Kaunda regime the ruling party, United National Independence Party (UNIP) usurped power under the Markets Act, often through the co-operative societies. In this way, the party took control of the allocation of stands in markets through its youth wing.

Loljih (2008) argues that, since the attainment of political independence, Zambia has strived to institute a local government system that is capable of delivering services of high quality in the most efficient and effective manner to markets. In achieving this, the country faced a myriad of problems that needed to be addressed. Among the many problems the local authority faced with regards to management of markets was dilapidation of infrastructure and poor revenue collection. There was also the problem of political bias in most development ventures and party corruption in the allocation of stands in markets. Furthermore, contracts to maintain and develop markets were being given on patronage rather than competence. There was also a problem of insufficient support staff, a situation which adversely affected efficiency and effectiveness in service delivery to markets.

Therefore, to make Local Authorities provide effective services to markets and improve revenue collection, the government enacted the LGA No. 22 of 1991 which brought about clear

institutional divorce of political party structures from councils. With this movement, the central government stripped the local authority part of assets and transferred more responsibilities to it without compensation for the loss in revenue (Kandondo and Muleya 2013). This eroded the Local Authority's ability to generate necessary revenues and hence caused service delivery to deteriorate even further. The deteriorating of services and a narrow revenue base coupled with dilapidated, incomplete and poorly designed structures made of concrete, plastic paper and tents which characterized most markets in Zambia, made it difficult for Local Authorities to effectively manage markets. It is in view of this recognition that, Councils such as Lusaka City Council (LCC) were facing serious challenges in managing markets. To, therefore, address the above problems and improve revenue collection, local authorities have begun to contract private firms to manage designated markets. According to LCC (2009), one such way was partnering with China Hainan in the management of Luburma market. It can therefore be emphasized that PPPs in the Ministry of Local Government and Housing were introduced as an experiment to improve revenue collection, detach political party control from markets, infrastructure development, and improved service delivery.

Following the aforementioned, on 30th April 2001 LCC advertised in the public print media its desire to partner with the private sector in a PPP arrangement to redevelop and manage Luburma Market. On 13th July 2001, China Hainan was selected out of the many bidders. The decision to award the contract to China Hainan was taken by the full council that met on the 4th of July 2001. On this date, a contract was offered and a memorandum of understanding was signed between the two parties for the redevelopment of Luburma market (LCC, 2009). In this partnership, China Hainan agreed to provide financial resources for the construction of a modern market to replace the then outdated and dilapidated Zambia-Zaire market.

Located in Lusaka, Luburma market is among the first projects to be taken through PPP route in Zambia. The construction of the market involved the demolition of unplanned structures and replaced by a new market under a BOT mode of PPP. Apart from the construction responsibility, the contractor was also required to operate and maintain the market for a period of 65 years. Some of the salient features of the agreement were that, LCC was to avail land for the development which measured approximately 2.7 hectares in extent, while the developer would

provide finances and construct the structure on a BOT basis at an estimated cost of ZMK 8.9 billion (€ 1.26 million). Other provisions were that: The local government would retain the use of 432 market stalls, a police post, administration office and ablution blocks. The developer would have exclusive right to use one hundred twenty one (121) shops and parking slots for tenants, as well as rentals accruing thereof so as to recoup their investment. This meant that despite the market being under a PPP, management of the market was to be divided and shared between China Hainan and LCC, where China Hainan would return 121 shops and LCC 432. The other feature was that, the developer's exclusive use and rights would last for a period of 65 years after which the improvements would revert to LCC (Kalemba, 2011).

Recour to the terms of reference shows that the lease agreement also stipulated the responsibility of China Hainan to improve the structures and keep the premises in good state of repair during the management period. It was also agreed that the PPP was subject to review every 10 years.

1.2. Statement of the problem.

In 2001, LCC signed a memorandum of understanding with China Hainan to redevelop Luburma market into a modern trading place that would facilitate effective service delivery and management of the market. This was to be achieved through dividing and sharing managerial responsibilities where; LCC would control 432 small shops; ablution blocks; market security, as well as general service provision. China Hainan on the other hand, would take over 121 shops and the rentals that would accrue thereof. This PPP was meant to remedy problems that the local authority had encountered in the management and delivery of general services to the public. These problems centered on general service provision such as; management of garbage, drainage systems, supply of water, provision of toilet facilities and fire services. The market was also in a deplorable state, characterized by poorly designed structures made of concrete, plastic papers and tents. Following the implementation of the PPP since 2001, it is not clear whether the above problems faced prior to the PPP have been resolved.

Furthermore, prior to this study, there has been no effort to evaluate the efficacy of the legal, and institutional framework and attendant to it whether the PPP had lain to improve market

management, service delivery and how the silent features of the PPP will be adhered to. Hence, the reasons for this study.

1.3. RESEARCH OBJECTIVES

1.3.1 Main Objective

To investigate the implementation and management of the Luburma market PPP.

1.3.2 Specific Objectives

1. To evaluate the legal and institutional framework of the Luburma market PPP.
2. To assess the extent to which the implementation of Luburma market PPP was adhering to agreed terms.
3. To investigate levels of marketeers' satisfaction with the services provided under the Luburma market PPP.
4. To investigate challenges faced by LCC in the provision of services at Luburma market.
5. To make policy recommendations on how PPPs in the management of markets can be made more effective.

1.3.3 Main Research Question

Is the implementation and management of the Luburma market PPP achieving the intended objectives?

1.3.4 Specific Research Questions

1. What are the legal and institutional framework surrounding the Luburma market PPP?

2. To what extent was the implementation of the Luburma PPP adhering to the terms of reference?
3. Was there marketeers' satisfaction with the provision of services under the Luburma market PPP?
4. What were the challenges faced by LCC in the provision of services at Luburma market PPP?
5. What policy recommendations can be made to make the management of markets using PPPs more effective?

1.4. Rationale of the Study

The adoption of PPPs to manage designated markets by LCC has been done with the view of improving market infrastructure, revenue collection and service delivery. The study is done because of the unavailability of data on how effective the management of markets using PPPs is, particularly in terms of marketeers' satisfaction, challenges faced and how adherence to the PPP contract charter is achieved in such arrangements. The other reasons were the existence of knowledge gaps in local government literature regarding PPPs they have entered into, and how those PPP agreements signed long before the promulgation of the PPP policy number 14 of 2009 have been accommodated in the 2009 PPP policy. Therefore, without this study being undertaken, this information gap will persist.

1.5 Conceptual Framework

The conceptual framework guiding this study is presented in figure 1.5.3 below. The presentation of the conceptual framework is in two parts. These are definition of key concepts and the conceptual framework guiding the research.

1.5.1. Definition of key Concepts

PPPs:-refer to a type of instrument used to cooperate with the private sector for developmental purposes, with special emphasis on international firms (Brinkerhoff and Brinkerhoff 2011). In the study, PPPs are defined as partnerships between public sector organizations and private

sector investors/businesses with clear agreement on shared objectives for designing, operating, constructing and/or financing infrastructure which would otherwise have been provided via traditional procurement mechanisms.

Based on their nature, the prime objective of a PPP is that, it should result in an improvement in the quality and efficiency of a given service to the citizen. At the same time, it should have the benefit of attracting private resources into public services, thereby allowing public resources to be diverted into other critical areas and alleviating long-term pressures on public finances. To therefore, enable the two sectors function harmoniously, it is vital that a sound policy framework to administer, coordinate, monitor, regulate and evaluate PPPs is well formulated. The policy framework should also highlight the scheme through which the partnership will take form.

Implementation:-refers to a phase in a project circle where visions and plans become reality. Implementation in this study is used to refer to the logical conclusion, after evaluating, deciding, visioning, planning, applying for funds and finding the financial resources of a PPP project. The detailed design, tendering, and construction of the infrastructure will take place during this phase. Depending on the situation and the complexity, the project might be implemented through a formal construction contract or a voluntary community approach.

Formal written contracts are required where external contractors undertake specialist construction or installation work. This work should be awarded through a competitive tender process to ensure value for money (DFID 1998). Other procurement strategies could be a design and build scheme, and a build, own, operate and transfer. When formal contracts are used, there is the risk of leaving out the social framework and the needs of the users. Therefore, it is necessary to integrate the community during the implementation step, in order to create ownership of the new infrastructure.

Independent of the type of project to be carried out, a work plan is needed indicating the pursued objectives, the expected results, the activities to be developed as well as the budget available and time frame given. Each of the activities has to be assigned to a particular department or organization that should have proven experience and the capacity to achieve the goals. Local community workers, who can speak the local languages, are the first to integrate in the project,

as these types of actions require that the implementers know the culture of the community to gain their trust and achieve a real impact.

A market: - is a composition of systems, institutions, procedures, social relations or infrastructure whereby parties engage in exchange. While parties may exchange goods and services by barter, most markets rely on sellers offering their goods or services (including labour power) to buyers in exchange for money. In this study, a market refers to a place where two parties, usually buyers and sellers, can gather to facilitate the exchange of goods and services. Markets facilitate trade and enable the distribution and resource allocation in a society. They allow any tradable item to be evaluated and priced. A market emerges more or less spontaneously or may be constructed deliberately by human interaction in order to enable the exchange of rights (ownership) of services and goods. They generally supplant gift economies and are often held in place through rules and customs, such as a booth fee, competitive pricing, and source of goods for sale.

One of the parties engaged in the exchange of goods at a market is a Marketeer. Simply put, a marketeer in this study refers to a person who sells goods or services in a market. For a marketeer to sell their goods and services effectively, a conducive environment has to be created at the market. Creation of a conducive environment involves the provision of enhanced sanitary conditions, security at the market, as well as allocation of a trading space or shops to marketeers. It is only when such conditions are met, that marketeers can be content or satisfied with overall provision of services at the market.

Agreed Terms of References :- In this study, terms of reference are used to define the purpose and structure of a PPP project of the two sectors (public and private) which have agreed to work together to accomplish a shared goal. Terms of reference show how the project will be defined, developed, and verified. They also provide a documented basis for making future decisions and for confirming or developing a common understanding of the scope among stakeholders by clearly setting out the roles, responsibilities, operations, tenure and obligations, in accordance with any specific legislative requirements.

Management:-refers to the coordination and administration of tasks to achieve a goal. Such administration activities include setting the organization's strategy and coordinating the efforts of staff to accomplish these objectives through the application of available resources. In the study, management is used to refer to an organization which challenges and oversees a collective group of marketeers, in efforts to accomplish desired goals and objectives in markets. The goals that are to be achieved when managing a market include provision of the following services: better management of garbage; fire outbreaks; drainages; supply of water and provision of toilet facilities to markets. Whereas, objectives imply strategies or implementation steps used to attain the identified goals.

To therefore, manage markets effectively, there is need for the management team, marketeers and the general public (end-users) to interact and create a market opportunity through which, marketeers can sell their goods and services. At the same time, the management team should ensure that, there is certainty of service provision and protection of end users when they access the market in search of services and goods.

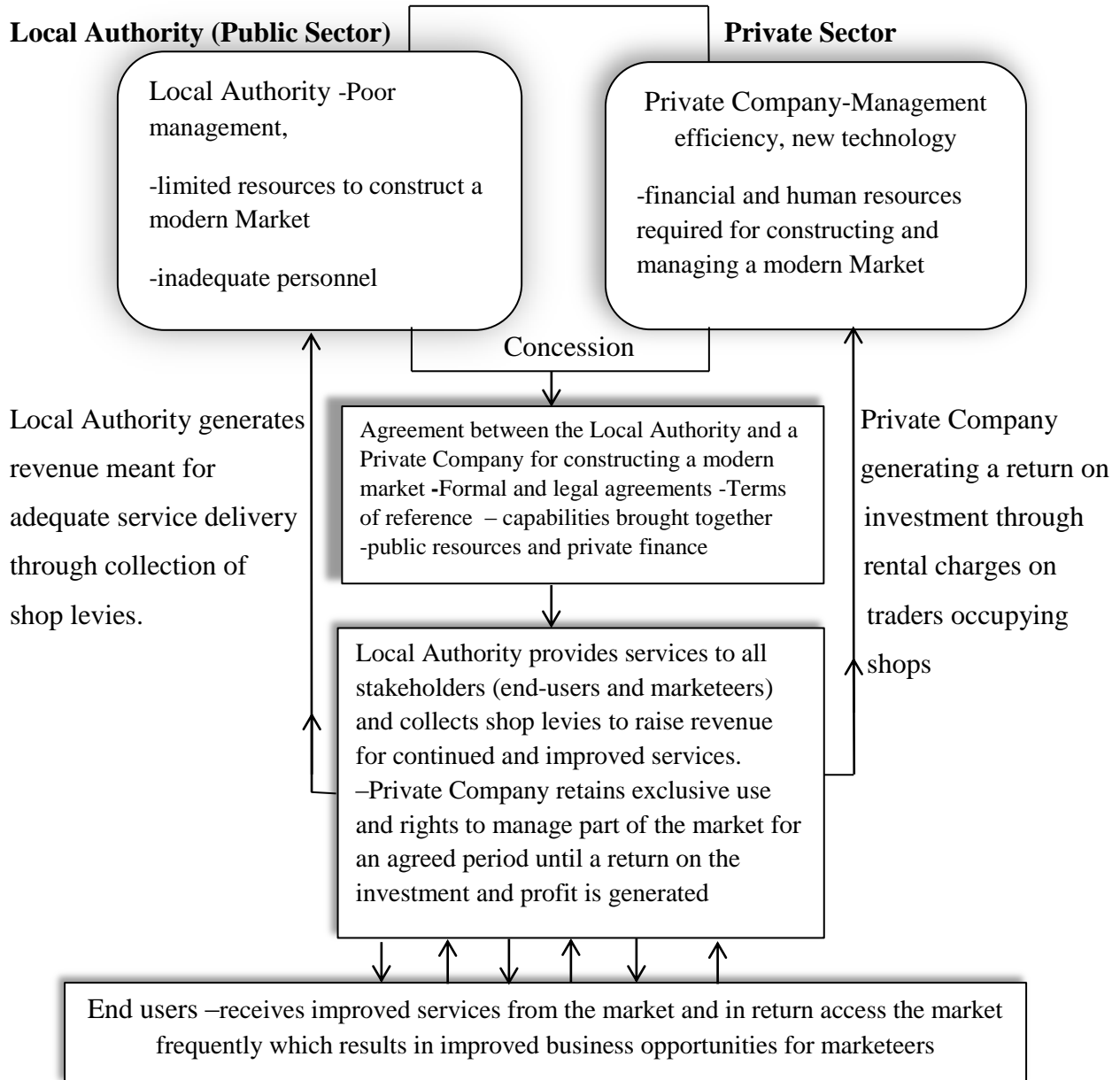
1.5.2 Conceptual Framework Guiding the Research

The study uses a conceptual framework to show a contractual PPP relationship between a local authority and a private company regarding the management of a trading place. The conceptual framework is based on concepts derived from the principal agent theory proposed by Jensen and Meckling (1976). The principal-agent theory is an analytic expression of the agency relationship in which one party, the principal, considers entering into a contractual agreement with another, the agent, in the expectations that the agent will subsequently choose actions that produce outcomes desired by the principal. The Agency theory formalizes the assumptions concerning PPPs as they generally involve the government and the private sector entering into a contractual agreement to either deliver a service or combine resources and capabilities to create a unit of economic value. Just like the principal agent theory, in a PPP, the government instructs the private sector to perform a certain task on its behalf. In doing so, it tries to negotiate a contract that will stipulate the relevant parameters, including the nature and quantity of output; specific benchmarks, timing, as well as the tools by which the government will use to control the performance of the private sector operator.

Equating the principal-agent theory to PPPs, government bodies and institutions are taken to represent the principal, while the private sector is taken to mean the agent. This, therefore, implies that, in a PPP, like the Luburma market, LCC takes the role of the principal whereas China Hainan takes that of the agent. The relationship of the two cooperating sectors is guided by contractual and mutual agreement which stipulates the roles of each sector. In this PPP agreement, LCC is a pivotal party and its commitment is one of the key factors for the success of the PPP. This is because, it grants the private sector (China Hainan) the "concession" that is the right to build, own and operate the project in an effort to deliver public goods.

In this dissertation therefore, the two cooperating sectors (LCC and China Henan) agree on a contract concession outlining the terms of references on how the market will be constructed and managed, which PPP cooperating partner will provide certain services at the market and what measures are to be put in place in order for China Hainan to generate an adequate return on the investment. Similarly, the concession also includes which sector bears the responsibility to improve the structures and keep the premises in good state of repair during the 65 years lease period.

Figure 1.5.3 Conceptual Framework Illustrating Implementation of PPPs in the Management of Trading Places



Source: Adapted by the author from the principal agent theory proposed by Jensen and Meckling (1976).

As illustrated in figure 1.5.3, the assumptions are that, at the time the concession was agreed, LCC (principal) was seeking to provide modern infrastructure at Luburma market but lacked the resources to do so. As such, a PPP with China Hainan (agency) was sought for as a panacea to a modern market and certainty of service delivery. Ideally, the partnership brings private sector

competencies, efficiency, and capital to improving public assets and services based on the private sector's ability to take on risk and management responsibility in exchange for profits linked to performance.

LCC on the other hand is expected to have human resource with inadequate skills and limited resources to effectively deliver infrastructure and public services which it is mandated too. To therefore, develop infrastructure and ensure certainty of service delivery, the LCC combines its limited resources with those of China Hainan to form a partnership of economic value. In such a partnership, LCC's role is mostly limited to the provision of basic amenities that can be adequately provided through the imposition of charges such as shop levies. Basic social amenities in markets may include garbage management, provision and maintenance of street lights, firefighting, and maintenance of water, sewerage and drainage systems among others. Whereas, China Hainan is comprised of organizations run by individuals and groups who seek to generate and return a profit to its owners. Organizations in the private sector are usually free from government control or ownership, but sometimes choose to partner with a government body in a PPP to jointly deliver a service or business venture to a community. In this study, China Hainan combines its capabilities with those of LCC to construct and manage Luburma market for 65 years. During the management period, rental charges imposed on stores are used to generate a return on the investment China Hainan made, as well as for making profit in the process.

As illustrated in figure 1.5.3, the characteristics of LCC and China Hainan to the PPP at Luburma market can best be examined by arguments proposed by Norment (2006) that, the Public sector has adequate personnel which is dedicated but constrained due to lack of knowledge. Equally, the sector has capital resources with underutilized assets. Henceforth, the duty of the public or government is to pursue the reform process aggressively in order to achieve economic growth and create wealth for all people. Norment (2006) further describes the private sector as having management efficiency, newer technologies, workplace efficiencies, cash flow management, personnel development and shared resources. To compare the varying needs of the two in this case, the goal of LCC is service requirement and provision, while that of the China Hainan is provision of infrastructure that will support effective service delivery at a profit. Hence, the two varying goals can only be met through a partnership.

Furthermore, the implementation of PPPs can be considered satisfactory when stakeholder's desires are fully met. This implies that, PPPs should first and foremost center on providing satisfactory infrastructure and or adequate services which are non-exploitive to all stakeholders. In this case, the desire of stakeholders at Luburma Market is certainty of adequate service provision and protection of their interest. These expectations can be met through enhancing sanitary conditions. Sanitary conditions in markets are dependent on a number of factors which, among them, will include: better management of garbage; fire outbreaks; drainage; supply of water and provision of toilet facilities to markets. It is expected that if these factors are taken into consideration, sanitation is improved whilst at the same time service delivery can be considered adequate. In terms of protection of public interest, the expectations are that accessibility and utilization of services should not be exploitative or unaffordable to an ordinary marketeer.

In summary, the Public Private Partnership at Luburma market can be taken to refer to, the combination of a public need with private capability and resources to create a market opportunity through which the public need is met and a profit is made by the private sector. Following this assumption, the expectations of key stakeholders at Luburma market PPP will, therefore, be as follows: LCC's desire is to ensure there is certainty of service provision, as well as the protection of public interest; China Hainan's desire is to generate an adequate return on investment; marketeers's desire is to get value for money; and the end-user's desire is for adequate services.

Structure of Dissertation

This dissertation is composed of eight chapters. Chapter one is composed of the introduction and background to the study, statement of the problem, research objectives, rationale of the study, significance of the study and the conceptual framework used.

Chapter two is composed of literature review.

Chapter three discusses the research methodology.

Chapter four evaluates the Legal and institutional issues in the Luburma market PPP

Chapter five discusses adherence of the Luburma PPP to the agreed terms

Chapter six discusses marketeers' satisfaction with the implementation of the Luburma market PPP

Chapter seven discusses constraints faced by the Council in the provision of services

Chapter eight gives a summary of conclusion and recommendation of the study.

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CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter examines studies done by other researchers and scholars on the management of designated trading places by local governments using PPPs. However, due to scantiness of literature on Zambia, the literature review takes a general approach. It is anticipated that even in this case, important lessons can be drawn to inform the present study. In helping with progress, this study critically reviews and examines literature related to Zambia, as well as other countries in Africa and rest of the World. The literature provides information on where the research was done, the purpose and objective(s) of the study, methodology used, relevance of the study, main findings of the study and critique of the study where applicable. The researcher attempted to identify gaps and lessons that provided a basis for this study.

2.1.1 Reviewed Literature

In her Master's degree dissertation, "*Effectiveness of garbage collection by private companies: a case study of Lusaka*" Chulu (2017) examines the effectiveness of private companies involved in garbage collection in Lusaka city with the objectives of: analyzing the policy guidelines related to the operations of private companies in garbage collection; describing the processes involved in the disposal of garbage by the private companies and assessing the performance of the private companies which collect garbage in Lusaka.

The study employed a case study research design, using a mixed method approach. The sample size was 200; comprising four key informants from the Ministry of Local Government and Housing, six from the Lusaka City Council (Waste Management Unit) and nine officials from three garbage collection private companies (Catrone, Citimop and Clean Fast) and 181 members of the public from four Waste Management Districts in Lusaka city.

The findings established that the process of garbage disposal by private companies began with the registration and licensing of the company to collect the garbage. This involved bidding through newspaper tenders and conducting capacity assessment to ensure that the private

companies had the recommended machinery and equipment. The findings further revealed that monitoring by the municipal authorities was conducted once a month and not on a daily basis and this led to the mushrooming of illegal collectors in the Waste Management Districts. The performance of the existing registered private companies was rated good.

Chulu's contribution to this study deserves acknowledgement, as the issues brought out are of great importance to this study. Firstly, the study showed that private companies involved in garbage collection were perceived to be more effective than the government, although the garbage situation in the country had not improved. Secondly, the study is informative enough on how PPPs have the advantage of leveraging additional private resources to address qualitative and quantitative service shortfalls. From the private sector, PPPs draw on the advantage of innovation, access to finance, knowledge of technology and managerial efficiency, while the public sector provides social responsibility, environmental awareness and local knowledge which are cardinal in solving problems in urban areas. However, the shortfall of this research is that it does not focus on how Community Based Enterprises manage garbage in markets. Instead, its focus is on medium and low density areas. This makes generalization of the findings difficult.

In his Master's degree dissertation entitled, "*Public Sector Infrastructure Delivery through Public-Private Partnerships in Zambia*" Ngoma (2015) examines the benefits, constraints and risks inherent in the implementation of PPP projects in Zambia. The study employed a case study approach, with a population sample comprising four strata: clients and their representatives, financiers, consulting engineers and contractors working in the construction field in Zambia within the public sector with experience on PPP construction projects who were selected using disproportionate stratified sampling technique to allow any minority to be represented. This study reveals that, in order to successfully address challenges affecting the delivery of public sector infrastructure using PPPs, the risks and constraints must be understood and attended to.

Further, the study highlights that, to effectively deal with the lack of appropriate legislation, there is need to put up coherent laws that lay down clear objectives and principles, identify projects, and set realistic targets and means of achieving them, with the overall aim of attracting the private sector to invest in PPP projects.

Ngoma (2015)'s contribution to this body of knowledge deserves acknowledgement. The issues brought out are of great importance to this study as they border on the reasons why Zambia, like many other countries, is embracing PPPs as a project delivery method. Similarly, Ngoma also observes that PPPs seem to create opportunities which can stimulate investment in infrastructure development and economic growth. Ngoma's study, however, has some limitation in that, it focuses on construction projects with a view at national level, whereas the findings might vary from a construction project controlled by the PPP unit at municipal level. Similarly, it was a case study and due to the limited number of PPP construction projects, the author indicates that only ten participants in each stratum were targeted hence making generalization difficult.

In another Masters degree dissertation by Phiri (2014) entitled "*Effective management of markets and service provision by local authorities: a case study of Lusaka city council (1991-2013)*" Phiri (2014) investigated the effective management of markets and service provision by LCC with a scope of three markets which included Kaunda Square Stage 1, Chelston and Old Soweto markets. The overall objective of the study was to determine the extent of effective management of markets and service provision by LCC. This study used a mixed method research design which combined both the descriptive and explanatory designs. The descriptive design involved obtaining in depth understanding of services offered by LCC to the selected three markets. The explanatory design was used to analyze a cause-effect relationship between identified variables. The study used a total sample size of 264.

The findings of the study indicate that, LCC lacked capacity to manage market and provide adequate basic services such as garbage, drainage and fire outbreaks. The study also indicates that, the council did not adequately provide toilet facilities to markets. Some markets run by the council did not even have toilet facilities. Additionally, the study also found out that LCC has not done enough to ensure that markets were supplied with sufficient services.

The relevance of the study is that, it gives a clear explanation about why service delivery is poor in markets run by LCC. This, according to the author, is worrying more especially that, markets are a source of most fresh fruits and vegetables consumed by the local people in the City of Lusaka. Secondly, the study is enough in informing the services that councils are supposed to provide to markets and how such services can be improved upon. Having established how

councils can improve service delivery in markets, the study did not, however, recommend other alternative measures outside the operations of the council that can be used to manage markets effectively. These may include involving the private sector or the exercise of corporate social responsibility by willing private organizations. Further, the sample size from the three selected markets can be questioned, as the large sample size of 119 was drawn from Old Soweto market and 47 from the other two markets. This variation in sample size may make generalization of the findings difficult, more especially that the three markets had different characteristics in terms of management and location.

In a Masters degree dissertation entitled “*Exploring public private partnerships in Zambia*” Yadav (2011) explores the possibility of having many partners on board as a way to deliver public services such as health care. The main objective of the study was to explore the possibility of establishing PPPs among government hospitals. The study established which model of PPPs can be used during the process of PPPs. This was achieved by using a sample of hospitals along the line of rail which included University Teaching Hospital, Lusaka Health Provincial office, Chainama Hills College hospital, Lusaka District Management Team, Arthur Davison Hospital, Ndola Central hospital, Copper belt Health Provincial Office, Ndola District Health Management Team (DHMT), Kitwe DHMT and Kitwe Central hospital.

The study’s contribution to this body of knowledge needs recognition in that, the study acknowledges the theoretical justification for private financing of public facilities which according to the author is being widely accepted with less debate. However the practical results seem not to have lived up to what is expected. Additionally, the study indicates that, for public services to be delivered optimally, it inevitably requires many partnerships between the public and private sectors.

This research arguably has limitations arising from; first, it has a narrow focus and small sample of senior managers that were targeted in hospitals. Secondly, it is based on research that looks into the future and ignores significantly what is happening currently. Additionally, in the study’s limitation, mention is made that only two executive directors agreed to be interviewed and all others were either busy or just ignored the researcher. These on their own are enough reasons to make generalization difficult.

In his PhD thesis entitled “*Local Government Administration and Service Delivery in the Third Republic: 2008*”, Lolojih (2008) notes that, the extension and construction of new markets in Lusaka has resulted in increased generation of waste to levels that had clearly out-stripped the local authority’s capacity to manage efficiently and effectively. This has resulted into local authority to seek for other alternative measures such as the engagement of private companies. Lolojih (2008) further noted that markets had been politicized and this had affected revenue collection by the local authorities.

Lolojih’s contribution to this body of knowledge deserves acknowledgement. The issues brought out by Lolojih are of great importance to this study, as they border on the causes of poor service delivery by local authorities. Though this is the case, Lolojih’s study is more or less concerned with providing a broad understanding of how local authorities performed during the period under review (1991-2001). Though he talks of issues related to market management, he does not really bring out the intricacies or major issues of services provided by local authorities, particularly to markets and how they can be improved.

A research conducted by Nkombo 2007 entitled “*Time for a New Deal: Social dialogue and the informal economy in Zambia: 2007*” the author argues that poor maintenance and management of markets, insufficient trading space, poor market infrastructure and poor security are the main problems identified by the majority of marketeers interviewed in his research project. Most respondents indicated that, the markets they trade in were poorly serviced and managed, despite marketeers regularly paying market levies to the local authorities. Most traders interviewed noted that services such as provision of water, shelter, toilets, cleaning, and security remained critical problems in the markets.

It should, however, be noted that poor maintenance is not a feature of all markets. According to Nkombo (2007), in Chisokone B market in Kitwe, the Council and traders established a task force to audit the total revenue that local authorities collect in levies. Collections were compared and it appeared that the traders were collecting significantly larger amounts of levies than the Council. For example, in 2005, it was agreed to set up a joint committee of Zambia National Marketeers Association (ZANAMA) and local authorities that would undertake a thorough assessment of the revenue collected in the markets under the old levy. This was then used to help

determine the new levy. Both ZANAMA and the local authorities subsequently collected levies and ZANAMA's working hypothesis was that the total revenue collected by the marketeers would be higher than what would be remitted to the council authorities by the officers who normally collect levies in the markets. Whereas ZANAMA was able to collect ZMK 11,000,000 per month in 2 markets, council officers only declared ZMK 4,600,000 to the local authorities per month in 26 markets. This confirmed ZANAMA's hypothesis that a lot of revenue collected from marketeers was being pocketed by council officials. As a result of this exercise, a number of local government officers lost their jobs. They thus found that officers from the local authorities had engaged in a practice of under declaring their collections from the markets. This practice has undisputedly robbed traders of service provision.

Nkombo (2007) has shown the main problems identified by marketeers in his research and these are poor maintenance and management of markets, insufficient trading space, poor market infrastructure and poor security. However, Nkombo (2007) seemed not to focus on the constraints which local authorities faced in providing services to marketeers. For example, Nkombo (2007) did not show or give reasons as to why council officials under declared their revenue collections from markets and the accompanying effects on the councils' ability to provide services to markets. Furthermore, Nkombo (2007) did not show where the revenue collected by council officials was expended on. He did not mention whether there was anything which the local authority was doing to improve service delivery in markets. This research therefore ought to fill these gaps by focusing on the implementation of PPPs in the management of markets.

In a PhD thesis entitled "*the public service delivery challenge: a public-private sector partnership in water service provision in the Lake Victoria basin, Kenya*" Obosi (2013) investigated how PPP arrangements have performed in the provision of water services in Kenya. This was with the main objective of explaining the extent to which the increasingly preferred public service delivery approach has improved access to water in terms of coverage, affordability, quality and customer service. The study used secondary data and primary data from a household survey of 288 respondents, seven (7) Focus Group Discussions, and 28 Key informant interviews from seven (7) Water service providers of the Lake Victoria South Water Services Board (LVSWSB) umbrella.

The main finding of the study was that public institutions that have adopted more private sector participation have performed better than those that have not, hence the more the public private sector partnerships the better the quality of public service delivery. The relevance of this study is that, it informs on the importance and why there has been an emphasis on PPPs globally. However, the weakness of the study to this research is that, it does not indicate the reasons why public institutions that have not engaged in PPP are performing badly than those which have. Secondly, it does not indicate the reasons why PPPs are working in Kenya and what condition or environment has been created to facilitate the desirable performance of PPPs.

In another Masters degree thesis entitled, “*A Study into the Implementation of the Public Private Partnership Policy in Ghana: Case Study of Obuasi Municipal Assembly, Ashanti Region*” Amprofi (2016) investigated the implementation of the PPP Policy. The objective of the study was to identify the current state of Obuasi municipal assembly’s implementation of the PPP policy, investigating the reasons for implementing and identifying the potential PPP opportunities for the Obuasi municipality. The study made use of an interview guide as a means of gathering information for the whole study. A total number of thirty (30) questionnaires were distributed and an expert interview was also conducted amongst professionals with experience and knowledge in the implementation of the PPP policy.

The findings of the study reveal that, the most popular form of PPP used in the municipality is the BOT where opportunities exist for financiers in the form of investment, the community in the form of employment and the enjoyment of various social amenities like commercial stores among others. The significance of this study to the research is that it focuses on PPPs in municipal councils and also that, it informs on which model of PPP has taken center stage and why the model is used. However, one of the weaknesses of the study was that, respondents were very few as the targeted group lacked knowledge on PPPs. This is indicated in the researcher’s limitations that the analysis, findings, conclusions and recommendations were generated from interviews and distributed questionnaires received from few respondents as the majority lacked knowledge on PPPs. Meaning not all questioners were received from respondents and not all the targeted sample was interviewed.

Sekiziyivu, (2009) in his Masters thesis entitled “*public private sector partnership in Uganda’s Local Government*”. Sekiziyivu wanted to find out whether privatization had improved revenue collection in Mukindye Division in Kampala. In his study, Sekiziyivu revealed that the traditional system of revenue collection was marred with corruption, lack of transparency and regular concealment of information about tax payers. He further stated that corruption was thus inevitable in the traditional tax correction system due to lack of accountability and disorganized systems of operations in the councils. He advocated for privatized system of revenue collection as a way to get rid of such vices and inefficiencies.

He described traditional revenue collection as one in which local government directly collected own revenue through sub county and parish chiefs. The privatized system was described as a system wherein local government worked in partnership with private firms who were contracted to collect revenue on behalf of the Councils. It was alleged that, privatized revenue collection worked on the assumption that private firms had greater stake in controlling revenue collectors. It was further alleged that, desire for maximizing profit made private firms competitive and efficient. Private firms, therefore, enhanced effectiveness, efficiency and accountability in revenue collection, stressed Sekiziyivu, (2009:37).

Although Sekiziyivu’s study was based on revenue collection, the issue pertaining to the disorganized systems and structures which required partial or complete privatization stood out. According to Sekiziyivu, (2009), disorganized structures in Mukindye bled a fertile ground for corruption, concealment of information and other malpractices thereby making the council ineffective. As such privatization would improve service delivery and revenue collection in an efficient and transparent manner. Sekiziyivu’s study correlates with the proposed study which calls for the improvement of institutional capacity for the councils to manage markets using PPPs.

Kauzya (2010), presented a paper at the 32nd Round Table Conference in Durban, South Africa, titled “*Enhancing Public Administration in Africa through Strengthening Local Leadership Capacity*”. In his presentation, Kauzya contended that much as it was important to bank on local leadership to resolve their own problems, it was of strategic importance to tap the potential provided by partnerships and networks to supplement and support local efforts. Kauzya observed

that much as the spirit of self-reliance was commendable, effective self-reliance required a clear assessment and understanding of the forces that could supplement one's own efforts.

The author brought out an important point that required attention in the proposed study. The emphasis on developing partnerships in development effort at local level was of extreme and strategic importance. In the case of LCC, partnerships include the association with NGOs, Civil Society Organizations, religious groups, and the communities to, among other functions, manage markets effectively. Partnerships have the potential to enhance institutional capacity as interactions have potential to provide a platform for the acquisition of appropriate skills that might otherwise be absent among the local authorities. Kauzya's assertion correlated with the ideals of this study.

In a presentation on *Local Government Association Capacity Building–Rationale, Cooperation, Practices and strategies for the future*, Ostman (2010) made some significant observations. The study was aimed at strengthening capacities for local government in the provision of public services, and to promote local democracy and good governance that could embrace the principles of sustainable development and NPM.

Findings in Ostman's study indicated that decentralization was a sure way to make local authorities more responsive to the problems affecting the communities. It was stated that some problems of inefficiency and underperformance emanated from the inability to decentralize fully. Tanzania and Kenya were cited as countries that exhibited and experienced a number of problems due to incomplete decentralization. The weaknesses which were noted in Kenya and Tanzania were not observed in Finland which was more decentralized. Ostman concluded on the subject by stating that successful decentralization was only possible with capacity development among the administrative players, Ostman (2010:18).

Ostman's observation was important to this study. He made comparisons between a country with a considerably decentralized structure and those which were partially decentralized. The comparison provided empirical evidence on the importance of decentralization for local authorities to flourish. He further observed the need for a sound institutional capacity for significant implementation of decentralization. His observation confirmed the assumption of this

study which presumed that building the institutional capacity was likely to lay a strong base for decentralization which could subsequently improve service delivery in the local authorities.

Notwithstanding the essential elements revealed in Ostman's study, the comparison made was between a developed country and developing countries. The countries face different problems and may not be appropriate models for comparison. Equally, Zambia is a developing country and lessons learnt from Ostman's study might not have sufficed to the Zambian environment.

Ostman's study was supported in the presentation of Ajayi (2011) dubbed, "*Professionalizing Local Government Leadership: A Foundation Imperative*". The author quoted the Lion's Report of 2005, stating that local governments were important to local people and communities in that decisions made by the affected people, could both produce results which were accustomed to local circumstances and help build people's sense of ownership. It further stated that local communities were not only interested in the delivery of services but envisioned the future of their areas to enhance economic, social and environmental well-being. This, he stated, made people to improve their own lives, their families and the communities in which they lived, making communities safe and pleasant places to live and work in. Ajayi observed that, there had been significant progress in the local government in the past 10 years. He, however, lamented that the challenges were still massive and some of them were attributed to lack of capacity to fulfill the shared vision of an effective and innovative local government, Ajayi, O (2011:3-16).

In a journal article done by Da Cruz, Nuno Ferreira, Simões, Pedro and Marques, Rui Cunha (2013) entitled "*The hurdles of local governments with PPP contracts in the waste sector*" the authors identify a number of theoretical principles that apply to PPP contracts, introducing new case studies and policy discussions relevant for Europe and elsewhere. The article discusses the extent to which these contracts can and should be applied in the waste sector and performs a comparison between the purely contractual and the institutionalized models of PPP arrangements.

The authors analyze four case studies in the 'wholesale' waste market in Portugal and examine the implementation and degree of success of these partnerships in the field. They indicate that, public authorities are failing to secure an adequate level of protection of the public interest.

Drawing on the empirical evidence, they present some guidelines that can lead to better regulatory contracts for waste services.

In a study conducted by Sinha and Enayetullah (2010) entitled *Waste Concern and World Wide Recycling: Financing Dhaka Market Composting with Public–Private Partnerships and Carbon Credits, on waste management systems in Dhaka, Bangladesh*, reveals that household and market refuse are taken to a community based composting plant where it is turned into organic fertilizer. To ensure utilization of the fertilizer and sustainability of the system, the study revealed that waste management companies assisted communities to market the product by contacting and negotiating with fertilizer companies to purchase and nationally market the compost by product or bio-fertilizers.

Sinha and Enayetullah's study provides useful insights on how market waste is managed in Bangladesh. It shows the important role played by the private sector in the management of market waste and how this could be of benefit to local communities. Regardless of all this, Sinha and Enayetullah's study is not concerned with factors accounting for poor service provision in markets under PPPs, which is the gap this study intends to fill. However, this study uses Sinha and Enayetullah's study to establish whether the local authorities have partnered with the private sector to manage waste in markets.

In review done by King and Pearce (2010) entitled *The Contentiousness of Markets: Politics, Social Movements, and Institutional Change in Markets*, indicate that, for markets to survive, they must be able to connect people and organizations, as well as satisfy the needs that each brings to the exchange. King and Pearce (2010) emphasize the role that contentiousness plays in bringing institutional change and innovation to markets. Markets are inherently political, both because of their ties to the regulatory functions of the state and because markets are contested by actors who are dissatisfied with market outcomes, as well as those who use the market as a platform for social change. However, the fact that markets tend to centralize resources and power, markets frequently become locations of contestation and disruption. One need only turn on the evening news to see the contentiousness of markets. Markets are at the center of controversial issues such as exploitation of child labor, discrimination, and health care inequities. According to King and Pearce (2010), markets are dominated by powerful incumbents that

benefit greatly from current market arrangements and are constituted by categories and institutional logics that legitimate the status quo. Incumbents resist efforts to change market conditions in as much as they benefit from current arrangements.

This study by King and Pearce (2010) gives insight on the existence of politics in markets. It helps in understanding that markets are dominated by powerful incumbents who greatly benefit from market arrangements. Additionally, the other importance of the study to this research is that it is used to assess whether or not the presence of politics in markets has an adverse effect on the PPP cooperating partners to adequately provide services to markets. However, it should be made clear that the area of concern of this study was not on factors leading to poor service provision by markets run under PPPs and local authorities.

Grabow (2005) made a comprehensive review of “*Public Private Partnership (PPP) projects at federal and municipal level*” It includes information on the distribution of PPPs, project types, investments, obstacles and prospects of success. The survey concentrated exclusively on PPP projects for related infrastructure measures. The survey's main focus was on projects which had been planned or implemented since 2000.

The survey's most important findings reveal that PPP infrastructure projects are now widespread in Germany, particularly at municipal level. Expectations of PPP regarding higher efficiency and faster implementation go a long way to explaining the increase in the number of PPP projects. On the other hand, the survey did not find much evidence to suggest that PPPs are primarily seen as instruments to bridge widening gaps in public finances.

The relevance of Grabow (2005)'s study is that, it is informative on the importance private capital injections play in one-third of projects run by municipal councils. The study also indicates that struggling municipalities have a stronger tendency to pursue the PPP-project option than their more affluent government departments. However, the weakness of this survey is that it makes a popular claim that, PPPs are often thwarted by legal technicalities which are not confirmed by the findings of the survey, although around two-thirds of projects had to contend with legal restrictions or difficulties, frequently regarding public procurement and contract law. However, such hurdles are rarely insurmountable and hence do not lead to the decision to

abandon PPPs. Rather, they represent challenges to be overcome and indicate the need for legal reform in some cases.

2.1.2 Conclusion

This chapter has reviewed literature that pertains to the management of markets, provision of services by local authorities, and literature on the use of PPPs as viable alternatives in the delivery of public service and infrastructure. The literature shows that local authorities lack resources to deliver both infrastructure and services to communities. As such, local authorities are forced to outsource for resources from the private sector. This has resulted into close cooperation between the two sectors.

In Zambia, though some scholars have written on the subject under discussion, there still remain a gap which needs to be filled. Lolojih (2008) and Nkombo (2007)'s studies focus on the causes of poor service delivery by local authorities, Ngoma (2015); Lengwe (2014) and Yadav (2011)'s studies are based on how PPPs can help bridge the infrastructure gap in the country as opposed to how PPPs can be used to improve service delivery, revenue collection and management of markets which is a void this study intends to fill. Equally, Chulu (2017)'s study focus on solid waste management using Community Based Organization whereas Phiri (2015)'s study was based on effective service provision in council run markets.

Similarly, literature reviewed from outside Zambia has not really shown how the implementation of PPPs can be used to manage and provide service in markets. As argued in the literature review, a study conducted by King and Pearce (2010) mainly focused on the role that contentiousness plays in bringing institutional change and innovation to markets. Amprofi (2016)'s study focuses on the implementation of the PPP policy framework, while on the other hand, Ostman (2010) and Grabow (2005)'s studies focus on the importance of decentralization and private capital injection in municipal councils respectively. Sekiziyivu (2009)'s study focuses on the relationship between privatization and revenue collection. Reviewed literature further shows that, in some countries local authorities had engaged private companies to manage waste and water in markets. The management of waste and water in markets is the point stressed by Sinha and Enayetullah (2010); Da Cruz, et al (2013) and Obosi (2013). Following the reviewed literature from outside Zambia, a conclusion can, therefore, be drawn that, there is need

to institute a study that will focus on the implementation of PPPs in the management and provision of services in trading places.

Aggregating the reviewed literature from and outside Zambia, four issues came out more prominent. The first issue is that, majority of the literature focuses on the causes of poor service delivery by local authorities. Secondly, the literature centers on how PPPs can help bridge the infrastructure gap in developing countries. The third element is the focus on solid waste management using private companies. Lastly, the studies also focus on the importance of decentralization and private capital injection in municipal councils. None of the reviewed literature focused on how PPPs can be used in the management of markets with the aim of bringing about improve service delivery, revenue collection and infrastructure development which are voids this study intends to fill.

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CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This section presents the methodology used in the study. Specifically the chapter focuses on the type of research, scope of the research, research approach, research design, sample size, sources of data, sampling methods, reliability of data, validity of data, methods of data collection and analysis.

3.1 Type of Research

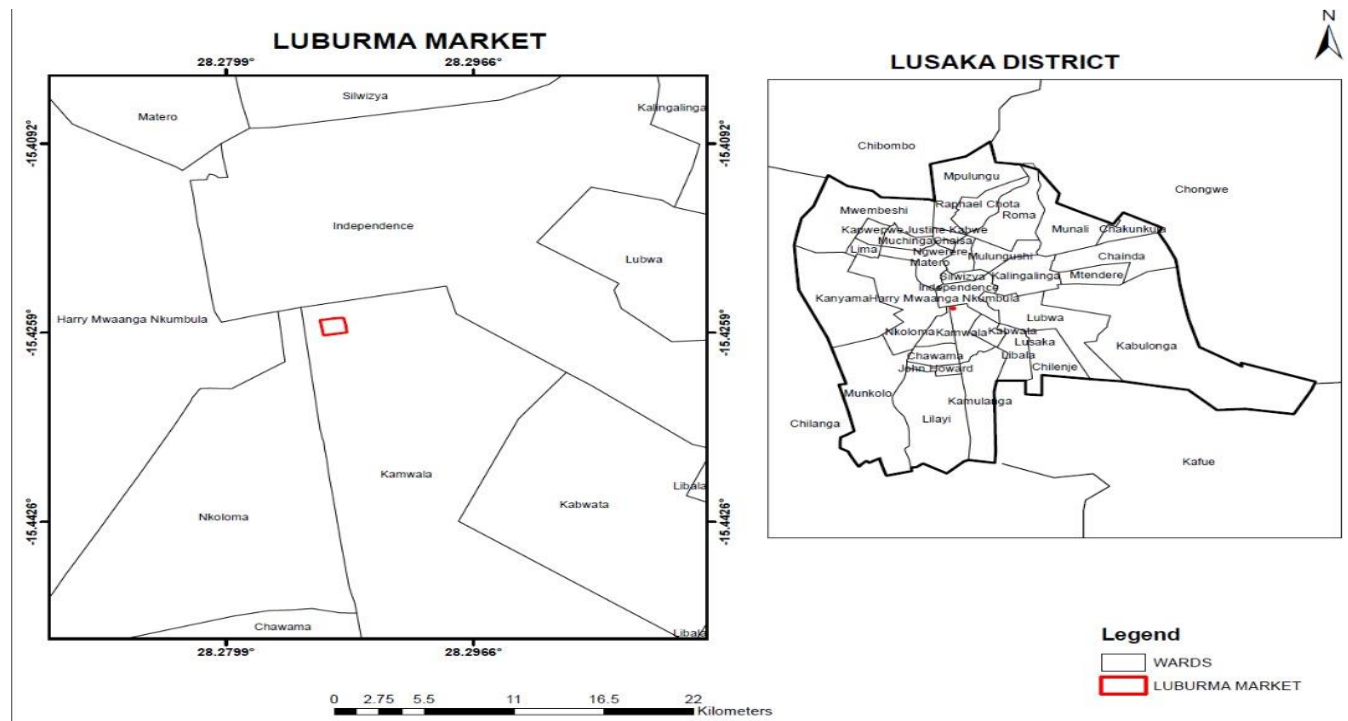
The type of research conducted was looked at from two angles. The first one is based on the purpose of the research. In this case, the type of research that was adopted is an evaluative study because the researcher was trying to assess if the Luburma market PPP was achieving its intended objectives and if value for money was being achieved in the PPP. Mathison (2004) states that an evaluative study involves the systematic assessment of the worth or merit of time, money effort and resources spent in order to achieve a goal. The explanation provided by Mathison helped the researcher to come up with a decision to conduct an evaluative study.

The second angle was based on the desire to generate an in-depth, multi-faceted understanding of the subject under investigation. In this scenario, a case study was adopted. A case study is an empirical inquiry that investigates a contemporary phenomenon within its real life context based on a limited number of events or conditions. Stake (1995) also observes that, an intrinsic case study also enables the researcher to achieve a comprehensive understanding of a particular individual case. The explanations provided by the two authors above helped the researcher to adopt a case study because the study's focus is a single event or phenomenon, namely examining the effective implementation of PPPs in the management and provision of services. Further, a case study was chosen because it allows a lot of details to be collected that would not normally be obtained by other research designs.

3.2 Scope of the Research Area

The research was confined to Luburma market which is a commercial and national market located in Lusaka on the Independence Avenue very near to the interception of Cairo road. Lusaka is the capital city of Zambia with a population of more than two million people (Central Statistical Office, 2013). Luburma market was chosen for this study for the following reasons. First and foremost, it is one of the largest and the first market to be managed under a PPP arrangement. Secondly, it is considered a national market comprising end users from every part of the country. The market is also characterized with well-planned modern infrastructure which has created a conducive trading environment. Thus, these factors lead to increased business opportunities brought about because of end users frequenting the market.

Figure 3.2.1: Geopolitical sketch map of Lusaka district and Luburma Market



Source: Author's own illustration using Geographic Information System

3.3 Research Approach

A mixed method approach was adopted because its nature provided detailed consideration on the implementation of the Build Operate and Transfer (BOT) PPP between LCC and China Hainan at Luburma market. Further, this approach enabled the researcher acquire insights about the PPP.

Both quantitative and qualitative methods of data collection were used. Quantitative data was used because it enabled the researcher to quantify information that was collected from the field. On the other hand, qualitative data was also collected because it enabled the researcher to acquire in-depth information about the study. The use of both quantitative and qualitative data ensured that the shortfall of the quantitative data collected would be compensated by the addition of qualitative data that was collected.

3.4 Research design

The study adopted a quasi-experimental design. Quasi-experimental designs explore the causal effects of an intervention, treatment or stimulus on a unity of study. Although these designs have many attributes associated with scientific experiments, they lack the benefits of the random assignment of treatments across a population that is often necessary for broad generalization. Quasi-experimental designs are typically designed to show an intervention's impact on a target population or the absence of an expected effect. In this study, one group of marketeers under (China Hainan) was subjected to the intervention (i.e. a public property being managed by a private company), while the group under the management of LCC was a control group (i.e. not subjected to the intervention). This gave valuable information on whether, how, and for whom services were provided to.

3.5 Sources of Data

The study used both primary and secondary sources of data. Secondary data was collected through desk research from various sources such as relevant literature and studies done by various scholars, organizations, reports and publications on PPPs, as well as related information from the internet. Secondary data was collected because it provided information and insight on

what had been researched globally regarding PPPs. Primary data was collected from key informants, LCC selected Directors and marketeers.

3.6 Sample Size

The total sample size that was considered for this study was 116. This composition was as follows:

(a) The key informants were 16 and this was composed of;

i) Twelve senior appointed officials from LCC. The composition of the twelve senior officials was as follows: Town Clerk; Director of Housing and Social Services; Chief Fire Officer for Fire Brigade Unit of LCC; Manager for Waste Management Unit; Markets Manager; Assistant Markets Manager for Finance and the Assistant Markets Manager for Administration (i.e. under Markets Unit of the Council); Senior Civil Engineer, who was under Engineering Services; the Senior Administrative Officer who was under the Department of Housing and Social Services at Lusaka City Council; Director Public Relations, Director Legal Services and the Market Master.

ii) The area Councilor

iii) One Market Advisory Committee (MAC chairperson) representative.

iv) A representative from China Hainan

v) An official from Zambia Development Agency (Director Projects and Implementation)

(b) 100 marketeers were interviewed from the two parts of the market broken down as;

i) 50 marketeers from part of the market under the management of LCC

ii) 50 marketeers from part of the market under the management of China Hainan.

100 marketeers were selected for the sample from which 50 were chosen from each part of the market. This was because management of Luburma market was shared and divided between LCC and China Hainan. This implies that, within the market, there were 121 shops which were managed by China Hainan and the other 432 shops managed by LCC as earlier indicated in the agreed terms of reference.

3.7 Sampling Methods

With regards to the sampling techniques used in this study, purposive sampling was used to select key informants. This type of sampling subjectively determined what type of sample was representative of the population. Systematic sampling was used to select 50 shops under the management of China Henan. From the selected shops, the researcher used purposive sampling to select and administer semi-structured questionnaires to marketeers who were identified as bonafide tenants of the selected shops. Below is an illustration of how shops were systematically selected from the part of the market under the management of China Henan, the interval that was considered and what the fixed starting point was.

$$(k) = N/n =$$

Number of shops under China Henan = 121

Sample size = 50

$$k = 121/50 = 2.42$$

Rounding off 2.42 to the nearest point is 2

Therefore, the sampling interval is 2.

With an interval of three and taking into account that systematic sampling has a random starting point, the researcher considered the first shop, that was shop number D1 as the fixed starting point. From there, the researcher administered a semi-structure questionnaire in ascending order to every second shop until all the fifty shops were systematically selected and their bonafide tenants purposively selected.

It is important to note that systematic sampling was used because shops under the management of China Hainan were arranged in an ordered sampling frame which made systematic sampling favorable. Secondly, systematic sampling had the ability to ensure that the sample was spread across or throughout the population. This gave the researcher an assurance that shops were evenly sampled regardless of the location and shop number. This further resulted into an actual reflection of what was obtaining from shops located in different parts of the market. Additionally, purposive sampling was used to enable the researcher identify bonafide tenants who were viewed as actual sources of primary data. This enabled the researcher to avoid

administering a semi-structured questionnaire to a sales personnel or any other employee who did not have the full information about the business which was being run by the bonafide owner.

To select the other 50 marketeers with shops under the management of LCC, simple random sampling was used. Shops were selected using the Lottery method which is a type of simple random sampling. With this method, each shop at Luburma market under the management of LCC was assigned a number, after which numbers were selected at random. This was because this part of the market had shops which were not in a proper order. Therefore, in order to give each shop an equal chance of being selected and guarantying that the chosen sample was representative of the population, the lottery method under simple random sampling was used to select shops. After selecting the shops randomly, bonafide tenants to which semi-structured questioners' were administered, were selected purposively.

3.8 Methods of Data Collection

Data were collected from both primary and secondary sources. Primary data were collected using structured interview guides and semi-structured questionnaires. The interview guides comprised a list of structured questions that were used to collect qualitative data. The interview guides were used to collect data from key informants.

Semi-structured questionnaires were used to collect both qualitative and quantitative data from marketeers. The semi-structured questionnaires contained close ended questions, open ended questions and partially closed ended questions. Open ended, close ended and partially closed ended questionnaires enabled the collection of both quantitative and qualitative data. All semi-structured questionnaires were administered by the researcher because marketeers were considered to be mostly characterized by low levels of literacy, meaning that most of the respondents were unable to read and write properly on their own. Secondly most marketeers at Luburma market (especially those with shops under the management of China Hainan) are of foreign origin hence, writing and speaking English was a challenge to them. Primary data was collected in order to gain more detailed insight about the research.

Secondary sources of data were collected using desk research, visiting the library and reading the contents of relevant literature on PPPs, management and service delivery in markets, as well as

on local government administration. This information helped provide a broader view on what had been written relating to the research topic.

Data was collected between 16th September 2019 to 7th March 2020

3.9 Reliability of the Data

The instruments used to collect the data were quite reliable. Reliability relates to “the degree to which a particular measuring procedure gives equivalent results over a number of repeated trials” (Bless and Achola, 1988: 101). This means that if a particular research instrument is used two or more times in the same setting, the results should be the same. In this research, the type of reliability being assessed is internal consistency. Internal consistency involves the use of questions in a research instrument that are logically related with their responses (Mwanje, 2001). This entails having responses that do not contradict each other on corresponding questions. This makes the research instrument reliable and consequently giving more reliable information.

3.10 Validity of Data

The research managed to collect valid data. Validity refers to “the degree to which an empirical measure, or several measures, of a concept accurately represent that concept” (Bless and Achola, 1988: 107). In other words, data are considered valid if the research instrument contains items that correctly represent the issue under investigation. The type of validity assessed in this research is content validity. Central to content validity is the use of a research instrument that is representative of the full content of the subject under investigation. In this research, the content of PPP comprised implementation, evaluation and performance of PPP projects. Similarly, the contents of how the Luburma market PPP was adhering to the agreed terms and how the market was managed under the PPP have been considered. The reason for using content validity in this research is that, it ensures that all constructs of the research subject are taken into consideration, thereby making the data collected valid.

3.11 Methods of Data Analysis

Qualitative data collected from semi-structured questionnaires was analyzed using content analysis where data was categorized onto sets of responses and insights. Quantitative data

collected from the semi-structured questionnaires was analyzed using Statistical Package for Social Sciences SPSS to generate frequency tables and simple descriptives. Excel was used to create tables and graphs for data generated using SPSS. Data collected using interview guides from key informants was analyzed using content analysis where information was coded according to themes that were developed from the analysis of data collected. The themes used to analyze the data were categorized as cost, revenue raised, continuity of service provision and challenges.

3.11 Ethical Consideration

The research ensured to obtain permission from relevant authorities before collecting data from the field. This was done by ensuring that the research was ethically cleared and the researcher was granted clearance by the school of Humanities and Social Sciences Ethical Clearance Committee with ethical clearance reference No. HSSREC: 2019-AUG-027. Furthermore, during data collection, the researcher ensured that respondents were clearly explained to about their rights as participants and how confidentiality of their identities would be ensured during data collection. None of the respondent's personal details have been published in this dissertation.

3.12 Limitations of the Study

The researcher encountered some challenges in the field during data collection. The challenges are listed and discussed below:

During the time of data collection, some marketeers that were purposively selected were unavailable due to them having a number of shops within and outside Luburma market. As such they were unavailable. This meant that the researcher had to follow them in order to interview them. This, however, did not affect the quality of data collected; it only prolonged the time taken to collect the data.

Some of the marketeers at Luburma market could only communicate in Chinese and Hindi, hence a translator was required to collect data from such respondents because the researcher could not speak Chinese or Hindi. A translator was used to help translate the questions to the respondents and also to translate the responses to the researcher. This challenge might have made

it difficult to probe certain responses given by some marketeers, but it did not affect the quality of the data collected.

Another challenge faced by the researcher was that, some shops at Luburma market were understaffed, so much that the owner ended up attending to customers, hence it was a challenge to create sufficient time to interview them. On several occasions, the researcher had to wait for hours before the owner of the business could be available for interviews. This, as a result, increased the number of days the researcher spent in the field collecting data. This might have affected the quality of responses given by marketeers, as they might have not been able to fully articulate their experiences or views regarding the research.

Furthermore, efforts made to interview the Town Clark failed, as he was unavailable and busy. Similarly, interviews with the Directors of Housing and Social Services, Public Relations and Chief Fire Office proved difficult. As such, the researcher was, instead, directed to interview their deputies.

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CHAPTER FOUR

LEGAL AND INSTITUTIONAL ISSUES IN THE LUBURMA MARKET PUBLIC PRIVATE PARTNERSHIP

4.0 Introduction

With the current global emphasis on Public Private Partnerships (PPPs), Zambia, like many other countries, has enacted and adopted the PPP Act which guides, promotes and facilitates the implementation of privately financed infrastructure projects and effective delivery of social services by enhancing transparency, fairness and long term sustainability. The act also aims at removing undesirable restrictions on private sector participation in the provision of social sector services. This chapter presents discussions on the legal framework of the Luburma Market PPP which will also incorporate the legal framework surrounding PPPs in Zambia. The chapter further discusses the institutional issues of the Luburma Market PPP. Thereafter, the chapter ends with a conclusion.

4.1 Legal Context of the Luburma Market PPP

The Luburma Market (commonly known as Kamwala Market) project was conceived in the early 2000s in an effort to provide modern trading facilities. LCC as such placed an advert in the print media on 30th April 2001, inviting potential investors to develop land at Kamwala Market into a high quality shopping complex comprising inter alia, market stalls, kiosks, shops and parking space among others. The major objective was to get the best development scheme. Hence, the architectural and financial aspects were considered together as a total package. Accordingly, the developer was required to make provision for traders and other business interests which were displaced by the development scheme. The agreement was subsequently signed between LCC and the Developer (China Hainan Zambia Limited) on 9th August 2001 (LCC 2001b). Some of the salient features of the agreement were that, the local government was to avail land for the development which measured approximately 2.7 hectares in extent while the developer would provide finances and construct the structure on a Build-Operate-Transfer basis at an estimated cost of ZMK 8.9 billion (€ 1.26 million). Other provisions were that:

1. The local government would retain the use of 432 market stalls, a police post, administration office, ablution blocks and parking slots, except for those earmarked for tenants in bigger shops.
2. The developer would have exclusive use and right to use 121 shops and parking slots for tenants, as well as rentals accruing thereof so as to recoup their investment.
3. The developer's exclusive use and rights would last for a period of 65 after which the improvements would revert to LCC. The development was supposed to be completed within 24 months after taking possession of the site.
4. There was also a pledge by developers off the responsibility to constantly improve and keep the premises in good state of repair during the management period.
5. The agreement would be reviewed every 10 years.

To review the contract further, the agreement indicated some sort of assigning of obligations or responsibilities concerning some of the prominent features of the project which could be construed as risks. Table 4.1.1 below highlights the sharing of some of the responsibilities (risks) as obtained from the contract agreement.

Table 4.1.1: Responsibility Sharing in the Luburma Market PPP

Type of Risk	Borne By	Comment
Land acquisition	LCC	LCC pledged to make available the land for the construction of Luburma market and ensure that the marketeers who were trading on the site were relocated so as to allow for the developments to take place.
Design and Construction	China Hainan	China Hainan undertook to finance, design and construct all the facilities on the sites.
Operation	China Hainan and the LCC	The operation of the facilities is shared between LCC and China Hainan. LCC oversees the market stalls and public facilities such as ablution blocks, information desk and police posts while the bigger shops are under the jurisdiction of China Hainan
Planning	LCC	LCC was obliged to ensure that planning permission and approvals were issued to facilitate the speedy delivery of the projects.
Force Majeure	Private Parties	China Hainan is obliged to insure the facilities against any destruction and claim from the local authority for those portions that are under the jurisdiction of the local government.

Source: Kalemba (2011)

As shown in this chapter, the Luburma market PPP legal framework, together with the aspect of responsibility sharing in table 4.1.1 above, shows that, parameters which are paramount for the successful implementation of the PPP were set, outlined and put in place. However, the attainment of value for money which is central if PPPs are to create a win-win situation was not considered. For value for money to be achieved, risk needs to be transferred to a party that is able to better manage it. The study therefore sought to find out whether or not risks were identified, evaluated, allocated and managed in the Luburma market PPP. The research discovered that the major risk that was encountered in the project was that of securing land for the development since it was not vacant as it was occupied by traders. The study reveals that although the site was occupied by traders, priority was not given to the sensitization and bringing of the marketeers on board. Therefore, there was a time lapse from the signing of the agreement with the developer to the taking of possession of the site by the developer due to the resistance from the traders. The marketeers also accused the local authority of selling the land in question to the private party fearing that they would not have any place to trade from should they vacate the premises to allow for the developments. This was narrated in an interview with the Senior Council Official from the department of Engineering Services at LCC when he stated that:

Securing of land was the major risk and therefore, if there will be any developments of this nature in future, it's always important to start with the occupiers of the land. Take them on board and explain to them the principle and let them participate in the architecture and planning process in terms of what is needed and the size of the shops so that when you come to execution, nobody resists, (Interview, 4 March 2020).

The above revelation by the Senior Council Official shows that, no risk identification and evaluation were undertaken prior to the implementation of the project. Furthermore, they were no risk management plan in place except for a requirement for the private parties to insure the facilities against destruction.

Furthermore, in undertaking PPP infrastructure projects, requirements of the public sector are outlined on the basis of output based specifications so as to indicate to the private party what is required to be achieved by the public sector, instead of outlining inputs needed to deliver the

required projects and services. Therefore, the study sought to inquire on the types of specifications that were given to China Hainan when bidding for the Luburma Market project. It was disclosed during the research that no particular attention was paid to the outlining of specifications. This was confirmed in an interview with the Director Engineering Services when he indicated that:

Because the PPP concept was new at the time (in 2000), attention was not paid to the specifications and standards. So now we are learning and we have to consider such things and do things that will benefit the people, (Interview with the Director of Engineering Services of Lusaka City Council on 4 March 2021).

Despite the above position being given regarding the specifications, recourse was also made to the contract documents to get insights on whether there were any specifications that were given to China Hainan to deliver. According to LCC (2001b) the contract document indicated that, China Hainan was required to build 432 stalls, 121 shops and other ancillary facilities which included a police post, ablution blocks, administration offices for LCC and Car parks along independence avenue, Chilimbulu, Sinda and Bombay Roads.

Although it was revealed through the interview that no attention was paid to specifications, it is apparent that some kind of specifications which were supposed to be adhered to in the delivery of the project was given to China Hainan through the contract. It is further evident that the local government had some kind of knowledge about specifications although not elaborate enough to outline in detail what was required to be delivered.

On the aspect of the payment system being linked to the output specifications, it was discovered that there were no linkages between delivering the projects according to specifications and the payment system. Rather, the payment system was based on usage by traders who pay monthly rentals. This position was affirmed in an interview conducted with the local government officials, as well as the perusal of contract documents which stipulate that China Hainan was entitled to exclusive use and right to use 121 shops and the rentals accruing thereof so as to recoup their investment.

To further analyze the Luburma market PPP contract, the research set out to inquire whether there were any performance measures and incentives enshrined in the contract. From the data collected, it was revealed that no performance measures or incentives were included in the contract. This was despite the importance of such mechanisms in ensuring that standards and specification outlined in the original contract were adhered to and implemented. The lack of performance measures was equally confirmed by the council official from the Legal Services Department at LCC when he narrated that:

There are no measures that have been put in place. The private party does whatever it wishes to do. They have become so powerful because of their political backings. Even when you are talking to them, you can see that they are very powerful. When negotiating, we had a weakness probably because this was one of the first project to be undertaken. That is why we needed a very strong legal team to put these things into consideration to ensure that we didn't get a raw deal. What we have gotten up to this moment to a larger extent one would say it was not worth it although we have those little advantages. I think we could have gotten a little bit more (Interview, 4 March 2020).

Following the above revelation by the council official from the Department of Legal Services, an evaluation of the entire Luburma market PPP contract and its subsequent implementation shows that, the structuring of the contract was characterized by challenges related to contract monitoring and enforcement, identification, evaluation and allocation of risks, tender evaluation criteria, processes and undertaking of feasibility studies to determine the viability of the project and reasonable payback periods for China Hainan to recoup its investments. These challenges are manifested in the long contract period that was embedded in the agreement which is almost equivalent to the lifespan of the assets that have been created. From the foregoing therefore, the central question has been; is the Luburma market PPP structured to create a win-win situation between the two sectors?

The study reveals that the projects did not incorporate the key factors that influence a win-win situation or the attainment of value for money. These key factors are, optimal risk transfer, output based specifications, contract duration, performance measures and incentives. Ironically, value for money was being delivered to the China Hainan through the long term nature of the

contract. These inadequacies are prevalent in all PPP projects that were agreed before the PPP policy of 2009. This was confirmed by the official from ZDA who narrated that:

PPPs the country entered into in the early 2000s have been characterized with contractual inadequacies because the concept was new at the time and there was lack of a specialized institution to monitor and regulate the structuring of the contracts. This is the reason were some projects such as the Railways PPP and Mpulungu Harbour Corporation were cancelled because they were overall seen as failures and were subject to outcry from the public, (Interview, 17 September, 2019).

Following the above revelation by the ZDA official, in as much as, the reasons for the cancellation of the mentioned contracts could be varied, the key reason could have been the absence of a legal and regulatory framework, as well as a PPP institution at the time contracts were signed and implemented. To avert this position, the government therefore, began the process in 2004 of drafting policies to govern and better implement PPP projects. Thus, other than the more specific legal and institutional framework of the Luburma market PPP discussed earlier, there other legislation like the PPP Act of 2009 that affect PPPs in Zambia.

The PPP Act of 2009, which is discussed in further detail in the next section, was passed by parliament in an attempt to be a gateway to attract more infrastructure PPPs and to provide better regulatory oversight on the projects. In December 2008 the Government approved a Policy Framework for the implementation of PPPs in Zambia. Following the Policy pronouncement, Parliament in August 2009 passed the PPP Act No. 14 of 2009 which aims at promoting and facilitating the implementation of privately financed infrastructure projects and effective delivery of social services by enhancing transparency, fairness and long term sustainability (ZDA, 2014). The policy also aims at removing undesirable restrictions on private sector participation in the provision of social sector services, as well as the development and operation of public infrastructure. This, therefore, implies that, the Zambia PPP Act creates a framework that allows the private sector to invest and participate in various public sector sponsored projects and infrastructure by leveraging the significant financial capital and expertise of the private sector.

According to ZDA (2014) the PPP Act establishes three institutional bodies to handle the management of PPPs. These are 1) PPP Unit, 2) a Council, and 3) a Technical Committee, each

with specifically delineated responsibilities in the lifecycle of PPP projects. It also describes how projects are identified and how feasibility studies for projects are conducted. Similarly, the Act also outlines various stages of the procurement process for PPP projects; the expressions of interest and proposals; the awarding and negotiations of contracts and a small section on unsolicited proposals are also described. Rules, regulations and limits around PPP agreements once a project is awarded are covered. They include the law, ownership of assets, rights of land, transfer of controlling interests, compensation for changes in legislation, revision of agreement, takeover of projects and termination of agreements. It provides many mandatory considerations to be included in an agreement, but leaves most of the details regarding concessions, and other terms of an individual project up to the negotiated agreement between the contracting authority (CA), or government entity initiating the project and concessionaire (ZDA 2014).

This allows significant flexibility in terms of what an agreement can include to allow for many different types of projects, but at the same time means that potential concessionaires may not know what to expect as to their rights for a project and will have to negotiate on every aspect with the government. Settling disputes between the government and PPP project CAs, and involving customers and users, as well as general provisions, are to a large extent left up to the specific agreement between the CA and concessionaire. Finally, the PPP act describes 16 different types of PPP projects that can be handled under the Act, involving varying levels of private investment and risk.

To therefore evaluate the PPP Act as a piece of legislation, the study contends that, the PPP Act is quite comprehensive and, while there might be space for improvement and clarification, the position of this research is that, it is a strong and well written law. The fact that such an Act was passed and given Minister-level authority signals a strong desire and commitment for the government to explore PPPs for infrastructure investment and if followed to the letter of the law, PPPs in Zambia would be a transparent and systematic process resulting in the protection against undue influence, corruption and financial mismanagement in the procurement strategy and selection process.

It is the contention of this research that the main reason why some PPPs have not met with success in Zambia, is that the PPP Unit is suffering from a lack of capacity and motivation to

effectively follow the guidelines in the Act. This position was also maintained by the ZDA official who in an interview stated that:

If the Act is clearly followed, PPPs would be a success. However, the ZDA official contended that the main reason that some PPPs have not been successful in Zambia, is that the PPP Act is not religiously followed in many ways. For example, the PPP Act designates the home of the PPP Unit to be in the Ministry of Finance, but in practice they have been moved numerous times, first from the Ministry of Finance to the ZDA, and then most recently to the State House. From a policy adherence standpoint, these changes have not been reflected in any updates to the Act, and so have limited legal authority, (Interview with Deputy Director for Project Implementation at ZDA, on 17 September 2019).

Following the above revelation by the senior ZDA official, Anyan, Hasan, Swaim, and Tan (2014) argue that, rather than contending with enactment of PPP Acts and moving the Unit to different departments, governments need to be putting forward similar effort and enthusiasm that they put forth in developing and passing the Act into building their capacity through training and cooperation with the private sector so that they can effectively follow the guidelines in the Act. The authors further contend that, inability to follow the PPP guidelines may result in the failure of PPP projects.

4.2 Institutional Context of the Luburma Market PPP

Markets in Zambia are a state property. The Markets Act empowers the minister of Local Government and Housing to delegate development and management of markets to local authorities (District, Municipal, and City Councils). In the past, markets were managed either by councils or authorized co-operative societies were stand-holders paid levies to the Council and rentals to the Co-operative society (Hansen: 2010). Many also paid fees to funeral societies, football associations and security guards. According to the Markets and Bus Stations Act (2007) the Minister or a Local Authority with the approval of the minister may establish markets and bus stations. The Act further states that a local authority may enter into PPPs with the approval of the minister given in writing. With regards to control and management of markets, there are

basically three ways by which markets can be managed. This can either be by- a) a Local Authority in that area; b) a Management Board and c) through PPPs.

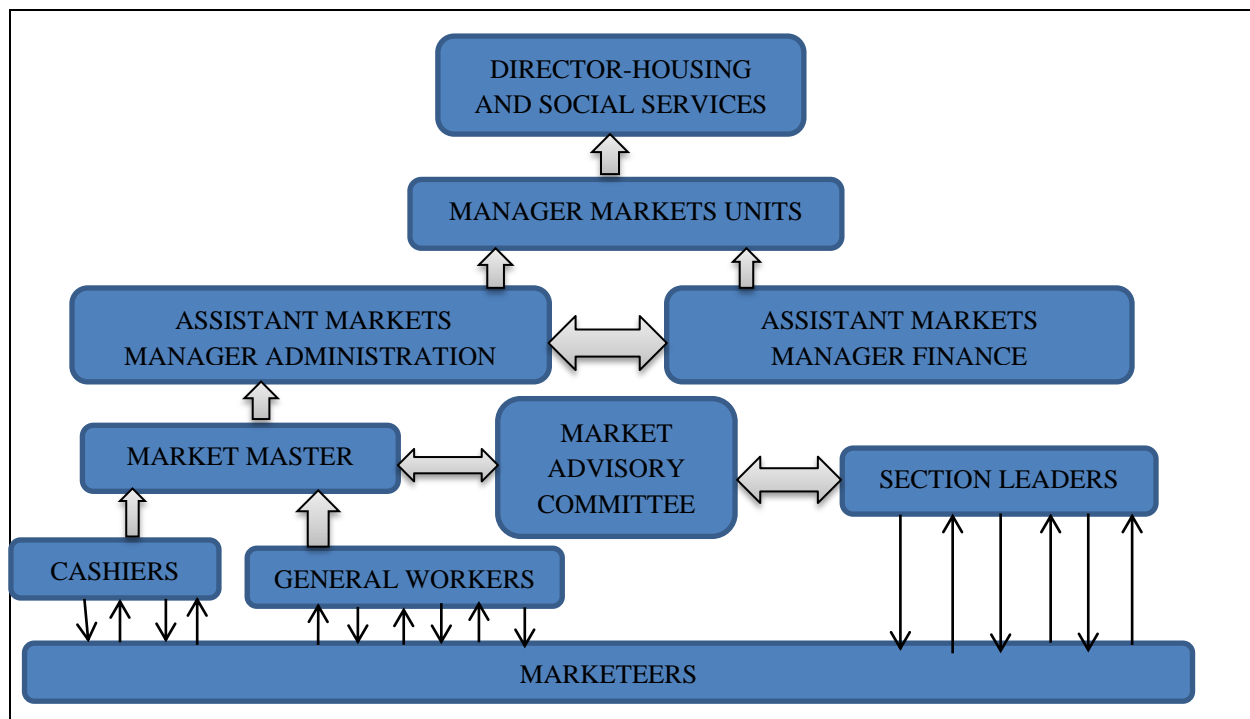
As stated earlier, the mandate to manage and provide services to markets in Zambia has been given to Local Authorities which are governed by the Local Government Act (LGA) cap 281 of 1991. According to the LGA of 1991, Councils are expected to offer among, others, the following services to trading places; Construction and maintenance of drainage, street lights, sanitary lanes, water lines and removal of all obstacles. In order to carry out these statutory functions, councils have been given powers to generate and raise revenue from as many sources as possible. It is from revenue raised that councils can effectively and efficiently provide services (Government of Zambia 2007). Markets management at LCC falls under the Department of Housing and Social Services and the primary role of this department with regards to service delivery is that of facilitation. Thus, to effectively play this role of facilitation, the Department of Housing and Social Services has employed technocrats and general workers to provide effective services, ranging from sanitation to the maintenance of drainage systems, water and sewerage, as well as revenue collection.

Luburma market is equally under the department of Housing and Social Services. However, the market is managed using a PPP where management is divided and shared between China Hainan and LCC. This implies that, within the market, there is one part which is managed by LCC and the other part managed by China Hainan. As earlier mentioned, China Hainan Zambia Limited was managing 121 shops built around the perimeter of the market, while LCC initially managed 432 small shops and two ablution blocks (Kalemba 2011). Despite this being the case, service provision at Luburma market is exclusively the responsibility of LCC.

Since commissioning of the market, additional shops on the part of the market being managed by LCC have been built by marketeers taking the total number from 432 to 725 shops. To, therefore, manage the 725 shops and provide services to the entire market, LCC has put in place a structure comprising the Market Master who is assisted by cashiers and general workers stationed at the market. The Market Master reports to the Assistant Administrative Markets Manager at LCC. Additionally, LCC has also established a Market Advisory Committee (MAC) charged with the responsibility of formulating policies and guidelines for the market. The committee is made up

of a Ward Councilor; Market Master who is the Secretary of the committee; Market Chairperson, Section leaders from the market and three marketeers chosen from the rest of the marketeers. To understand how the market is managed and how services are provided, figure 4.2.1 shows the structure and establishment that has been put in place at Luburma market. It must be mentioned that this structure only looks at affairs to do with the part of the market under the management of LCC, while ensuring that services are provided to the entire market (including the part of the market under China Hainan). As seen in figure 4.2.1. the structure at Luburma market is managed by the Market Master who is assisted by cashiers and general workers stationed at the market. The market master relies on interactions with the MACs committee which comprises the ward councilor, selected marketeers, section leaders and the market master himself.

Table 4.2.1: LCC Management and Service Delivery Structure for Markets



Source: Drawn by the researcher based on Primary data

The functions of general workers are to regularly clean the market. In as much as LCC has appointed a Market Master to be in charge of the operations of the market, it should be noted that the Market Master reports to the Assistant Administrative Markets Manager at LCC. Among the functions of the Market Master is that of ensuring that high levels of hygiene are maintained in

markets, supervising Cashiers and general workers. At the same time, the Market Master also works hand in hand with the market Chairperson regarding the welfare of marketeers. It is the duty of general workers to sweep the market, collect garbage from outside the shops and ensure that toilets are cleaned.

As seen in figure 4.3.1, the structure at Luburma market is managed by the Market Master who is assisted by cashiers and general workers stationed at the market. The market master relies on interactions with the MACs committee which is made up of the ward councilor and selected marketeers. The Market Master reports to the Assistant Administrative Markets Manager at LCC. As earlier mentioned, among the functions of the Market Master is ensuring that high levels of hygiene are maintained in markets, supervising Cashiers and general workers. At the same time, the Market Master also works hand in hand with the market Chairperson regarding the welfare of marketeers.

Although table 4.2.1 shows that LCC has put in place a structure with qualified personnel to manage the affairs of the market, concerns have been raised whether the structure adequately addresses problems relating to management more especially that, (as it will be shown in chapter six) service delivery has continued to be problematic at Luburma market. Similarly, despite having cashiers at the market, collection of revenue has continued to be poor. This has adversely affected the delivery of services such as garbage management, provision of conducive toilet facilities at the market caused by delays in procurement of cleaning materials. It is for this reason that the Council Official from the Department of Housing and Social Services state that:

Revenue collection was not done in honest, because of this, the LCC has been looking for mechanism of improving it through the implementation of a computerized ways of collection. The council has also embarked on the process of physically numbering the shops in order to know which shops are not captured on the data base, (Interview, 17 September, 2019).

The above revelation by the Council Official shows that, the structure that has been put in place to ensure effective management of the market, falls short to adequately address challenges of revenue collection and general service provision. The structure is equally silent on how supervision of employees more especially general workers can be monitored and achieved. This

may result into workers shying away from their daily duties thereby contributing to poor delivery of services at the market.

4.3 Conclusion

The chapter has shown that, in order for PPPs in infrastructure projects to be successfully implemented, the 2009 PPP policy sets out certain parameters which act as guidelines in the implementation of PPPs. These parameters include legal, regulatory and institutional frameworks. The chapter has also shown that, among the terms of reference surrounding the Luburma market PPP was the building of 121 shops around the perimeter of the market from which the concessionaire was to collect lucrative rentals. It also included building of 432 small stores for the council to collect shop levies from, a police post, administration office, ablution blocks and parking slots. There was also a pledge by developers to constantly improve and keep the premises in good state of repair during the management period. The PPP also provides regular periodic reviews every after 10 years of operation. The agreed duration of the PPP is 65 years.

The chapter has further shown that Luburma market is under the department of Housing and Social Services and management of the market is divided into two parts. China Hainan Zambia Limited is managing 121 shops built around the perimeter of the market, while LCC initially managed 432 small shops, administration and two ablution blocks. The 432 shops have been increased in number to 725 by marketeers who have continued to build additional shops. Furthermore, the study has shown that, despite management of the market being divided and shared between LCC and China Hainan, service provision was solely the responsibility of LCC.

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CHAPTER FIVE

ADHERENCE OF THE LUBURMA PUBIC PRIVATE PARTNERSHIP TO THE AGREED TERMS

5.0 Introduction

Just like every Public Private Partnership (PPP) transaction, the Luburma market PPP has contractual terms of reference governing the relationship between Lusaka City Council (LCC) and China Hainan which sets out the rights and obligation of the two parties. In this chapter, research findings on how the implementation of the Luburma market PPP was adhering to the agreed terms of reference will be discussed.

In this chapter, adherence to the terms of reference is measured using the earlier mentioned PPP agreed terms of reference in chapter four. However, before discussing how the Luburma Market PPP was adhering to the above mentioned terms of reference, the chapter assesses the awareness levels of marketeers on what they knew about the Luburma market PPP and how often they access information concerning the PPP. This is crucial because access to information regarding the Luburma Market PPP is vital to marketeers (major stakeholders) if they are to monitor and influence adherence of the terms of reference governing the PPP. To, therefore, achieve the aforementioned objectives, the chapter is divided into seven sections, including this introduction.

The second section discusses how effective the dissemination of information to the public was done using marketeers awareness levels on what they knew about the Luburma market PPP and what their expectations as key stakeholders were. The second section also analyzes what mechanisms had been put in place by either LCC or China Hainan on how information affecting Luburma market was disseminated to marketeers. The third section assesses LCC's exclusive right to retain the use of 432 market stalls, administration office and ablution blocks. The fourth section discusses China Hainan's exclusive use and right to use 121 shops, as well as rentals accruing thereof so as to recoup their investment.

The fifth section is based on China Hainan's pledge to constantly make improvements in order to keep the market in a repairable state until the period to handover. This section will also show

mechanisms that have been put in place when carrying out infrastructural maintenance and renovations. The sixth section centers on the agreed periodical review to which the PPP was subject to. The study further proceeds by analyzing the agreed concessional period. Thereafter, the conclusion to the chapter is given. However, before discussing how the Luburma PPP was adhering to the agreed terms, it is important to emphasize that, despite the market being under LCC, management of the market is divided in two parts. China Hainan Zambia Limited is managing 121 shops which have been built around the market, while LCC was initially managing 432 small shops but with time, these shops have increased to 725. LCC is also managing two ablution blocks. This therefore implies that the findings of the research will be analyzed in two separate units and where possible comparisons will be made to determine which part of the market was managed better than the other. The study now discusses marketeers' awareness levels.

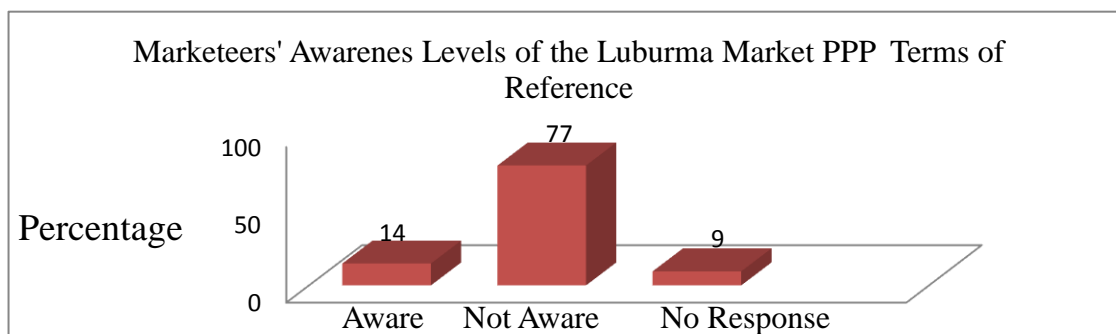
5.1 Marketeers' Awareness of the PPP terms of Reference between LCC and China Hainan

Although PPPs are important long-term societal investment projects, the public is often alienated from the decision making process. Negotiations between the public and private partners are often conducted in private settings with little input by citizens on the grounds of "commercial confidentiality," "propriety rights" or data protection which is seen as grounds for secretiveness in partnerships (Roberts, 2002). Secretiveness in PPPs lead to the public's lack of unfettered access to timely and reliable information on the decisions and performances of PPP projects.

In the case of the Luburma Market PPP, lack of timely and access to information was analyzed from the research findings which showed that, the majority of the marketeers interviewed (77 per cent) with shops under the management of China Hainan did not know the exact nature, duration and what the terms of reference were to the PPP at Luburma Market. This implied that, the majority (77 per cent) lacked information regarding the Luburma market PPP which could probably be attributed to lack of interest resulting from the assumption that, the majority of these marketeers who occupied those shops were of foreign origin and somehow lacked interest on the nature of the PPP agreement, considering that, the agreement was signed long before the adoption of the PPP policy in August 2009. The only information the majority knew was where, to whom and when they paid rentals. Only 14 per cent of the sampled marketeers had an idea of

the exact nature of the PPP at Luburma market, the duration after which China Hainan was expected to handover the market to LCC and other terms of reference surrounding the PPP. The 14 per cent of marketeers who had knowledge of what the Luburma PPP was all about indicated having had access to such information through public media platforms. 9 per cent of the marketeers did not respond to the questions regarding what they knew about the Luburma market PPP. This information is presented in the figure below.

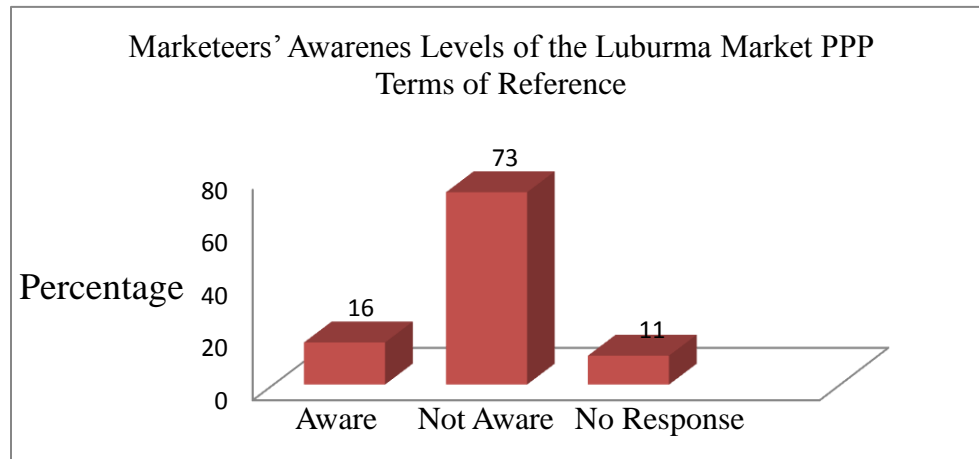
Figure 5.1.1: Responses of Marketeers with Shops under the Management of China Hainan on what they knew about the Luburma Market PPP Terms of Reference.



Source: Field data 2020

With regards to the part of the market under the management of LCC, when marketeers were asked what they knew about the PPP at Luburma market, the trend was similar to the responses of their counter-parts with shops under the management of China Hainan where the majority of the marketeers interviewed (73 per cent) indicated lack of knowledge and information on the exact nature of the PPP. 16 per cent of the sampled marketeers knew what the PPP was all about, while the remaining 11 per cent of the marketeers did not respond to the questions regarding what they knew about the Luburma market PPP. This information is presented in the figure below.

Figure 5.1.2: Responses of Marketeers with Shops under the Management of LCC on what they knew about the Luburma Market PPP Terms of Reference.



Source: Field data 2020

To analyze responses from the two parts of the markets, the findings show that, the majority of marketeers lacked access to information regarding the PPP at Luburma market. It appears that, the two cooperating parties to the Luburma market PPP had not done enough to ensure that marketeers were well informed and educated on the exact nature of the PPP.

Lack of information by majority of the marketeers at Luburma market might well be attributed to arguments proposed by Willems (2014) and Alessandro, Bailey and Giorgino (2014) who argues that, in a PPP, stakeholders lack access to information and have limited opportunity for involvement because of the wide variety of rules that restrict the tendering process. This restriction is enhanced by the way most PPPs are tendered. Willems further argues that, emphasis in this tendering and negotiating process is very much on the interaction between the public and private actors, and as a great deal of the information is valuable and not publicly available because it contains information on prices and tendering offers of the private consortia.

Alessandro, et al (2014) on the other hand argue that, in PPPs, the presence of a tight contract and treatment of risk is seen as one of the main reasons for the limited involvement of stakeholders. The other reasons given by the authors in question regarding lack of access to information and involvement of stakeholders is because of the technical nature of PPPs and that

information regarding negotiations is about sensitive financial deals which preclude the involvement of stakeholders and publicity of information.

Furthermore, to analyze responses from the two parts of the market, the findings show that the majority of marketeers lacked access to information regarding the PPP at Luburma market. It appears that, LCC and China Hainan have pursued their agenda of generating a return on the investment, profit making and service provision at the expense of marketeers who have remained uninformed and excluded from the management of the market. The implication here is that, how can marketeers demand for better services or influence expectations of the PPP if they are not familiar with the PPP terms and which sector was supposed to honor them. This makes it difficult for marketeers to know which sector is to be held responsible for ineffective management in the provision of certain services. Furthermore, information regarding the performance and exact nature of the market should be well publicized to almost every citizen as opposed to what is trending at Luburma market where the nature of the agreement appears to be cast in concrete cement.

5.1.3 Mechanisms to Increase Marketeers' Awareness Levels of the Luburma Market PPP.

Owing to lack of information by the majority of marketeers on the exact nature of the Luburma Market PPP, efforts were made to establish how information was disseminated, and how marketeers participated in the decision making and policy formulation process. The researcher observed that, in an effort to effectively manage and communicate in markets, LCC had established what are known as Market Advisory Committees (MACs). These committees, as earlier mentioned in chapter four, are made up of a Ward Councilor from the area in which the market is situated; the Market Master representing the local authority (i.e. LCC) in which the market is situated, he/she is the Secretary of the committee; and there are three marketeers representing marketeers in that particular market. The three marketeers are chosen by marketeers themselves.

The MACs is responsible for formulation of policies and guidelines that govern the operation and management of a particular market. The MACs is also responsible for disseminating information to all stakeholders on the changes that the market is likely to go through, as well as

ensuring that services such as water, sanitation, security, electricity and refuse collection are provided to the market. At Luburma market, however, and going by the number of marketeers who lacked information on the exact nature of the PPP, it is possible to assume that the Luburma MACs appears to be ineffective in this area. This was established from research findings which show an average awareness level of 74.5 per cent of marketeers from both parts of the market that lacked information on the exact nature and the terms of reference surrounding the Luburma market PPP. Despite this being the case, an interview with the Market official appeared to contradict these findings when he indicated that, marketeers have and were still being educated about the Luburma market PPP. When asked why the percentage of those who lacked knowledge about the PPP was high despite being informed and educated, the market official attributed it to lack of interest, as well as the high levels of illiteracy among marketeers (interview with the market official on 17 September 2019).

Furthermore an interview with the Market official indicated that communicating the changes and performance of Luburma market to the marketeers was problematic as the MACs excluded marketeers who occupied shops under the management of China Hainan (interview with the Market Official on 17 September 2019). Further, confirmation was made from the sampled marketeers as all (100 per cent) of them occupying the 121 shops under China Hainan indicated that, none belonged to or new a fellow marketeer from the 121 shops who was a member of the MACs committee. When efforts were made to ascertain why this was the case, the Market Chairperson attributed lack of membership to firstly, the majority of marketeers from this part of the market where foreign nationals, hence they lacked the ability to mobilize themselves and form committees. Secondly, China Hainan had no mechanism of managing markets using MACs (interview with the market Chairperson on 17 September 2019). However, when similar efforts were made from marketeers with shops under the management of LCC, their responses were different from those with shops under the management of China Hainan, where the majority (71 per cent) of them indicated having representation in the MACs. 29 per cent said they had no representation or affiliation with the MACs.

Lack of information by the majority of marketeers on the exact nature of the Luburma market PPP was worrying and surprising, more especially that Luburma market had a MACs committee

in place which, among other things, had the function of disseminating information to marketeers on how the market was managed, and if there were any changes in the management of the market. Additionally, LCC has a public relations section which should be responsible for disseminating information to marketeers and the public in general regarding issues to do with trading areas and how they are managed. This, therefore, implies that, if marketeers and other stakeholders are to be well informed about the exact nature of the Luburma market PPP, LCC and China Hainan need to collectively come up with a strategic communication plan which will complement the role of the MACs. This strategic plan, as observed by Calabrese (2008), should serve the three purposes of informing and educating, to help avert failure by identifying current and potential sources of both support and opposition and lastly to create a systematic approach that will help to achieve a well-tailored PPP communication program serving as a two-way check and feedback mechanism at every stage of the management period.

Furthermore, a study conducted by Chulu (2017) agrees with these findings in the sense that marketeers at Luburma market were not aware of the exact nature of the Luburma market PPP and worse still information regarding the performance and expectations of the PPP had continued to elude them. Chulu's research discovered that information dissemination on the policies governing the operations of the private companies in PPPs needs to be scaled up. LCC, therefore, had a huge role to play with regards to information dissemination on the policies governing the operations of PPPs they have engaged in. Poor information dissemination regarding the Luburma market PPP brought up the concern as to whether the institutions mandated to disseminate information were fulfilling their role.

5.2. LCC's Exclusive Retain to use 432 Shops, Administration Office and Ablution Blocks

This section discusses adherence to the agreed term of reference which gave LCC exclusive rights to retain the use of 432 market stalls, administration office and ablution blocks. This term of reference was arrived at in order to make LCC raise revenue needed for adequate service provision through collection of shop levies from the 432 stalls. In recognition of this realization, it was assumed that provision of sanitary services such as toilets would best be done by LCC. As such, ablution blocks were placed under LCC which was also mandated to have an administration block at Luburma Market.

Upon commissioning of the PPP at Luburma market, LCC retained the exclusive right to manage 432 shops located inside the parameter of the 121 shops. These shops were built as open stalls. After more than a decade of operation, the number of shops under LCC has increased from 432 to 725. The increase has been due to additional shops being built by individual marketeers. These additional shops have made this part of the market to have contested market space where people compete and negotiate the rights to physical, social and economic space. This part of the market is also congested. Shops and designated market spaces are popular and hard to find where some traders are only allocated market space for selling their goods for a few days in a week. This has slowly resulted into the market being used as a political battle ground where various political players flexed their muscles in their quest to unduly establish dominance.

Referring to the aforementioned term of reference, LCC had continued to retain the use of 432 shops which had been increased in number to 725. It is from these shops that LCC was collecting levies from. This was confirmed by marketeers from this part of the market when they were asked if they paid shop levies to LCC. 83 per cent indicated that they paid levies to LCC through the cashiers representing the office of the Market Master. 11 per cent said that they paid shop levies to political party carders, while the remaining 6 per cent did not respond to the questions asked. Though the percentage of marketeers (11per cent) that indicated paying shop levies to political party cadres was minimal, it was a worrying phenomenon, more especially that, there was a possibility of this number increasing due to more shops being built on this part of the market. This was also echoed by the Market Official when he indicated that:

The creation of additional shops at Luburma market was done by political party carders. This brought about heightened political activity that tended to create a parallel management structure at the market, (Interview, 17 September, 2020).

When asked further why the above was the case, the Market Official indicated that LCC was partly to blame as it excluded the majority of additional shops that were recently built from its data base. These shops were being built by carders who were disguising themselves as marketeers (Interview with the Market Official on 17 September 2020).

In addition to giving LCC exclusive rights to retain the use of 432 stalls, the term of reference also placed ablution blocks under the management of LCC. This was done in recognition that

service provision was solely the responsibility of LCC. As such, LCC had exclusive rights to maintain and manage toilets at Luburma market. This was also confirmed by the Council Official from the Department of Housing and Social Services who, in an interview, indicated that:

Toilets at Luburma market were under the management of LCC which was mandated to provide adequate and clean toilets as basic necessities that would ensure and promote their health usage by marketeers and other end users (Interview, 23 September, 2019).

The two ablution blocks which were handed and placed under the management of LCC are located on either side of the market and they comprise twelve toilets (six in male and the other six in female toilets) on each side. In total, the market had twenty four (24) toilets, six shower rooms (three on each side of the market) and a further twelve (12) space for urinals in the male toilets. The toilets at this market were flushable and connected to the main sewer line of Lusaka Water and Sewerage Company (LWSCs). These toilets had mechanisms for dislodging, transport and appropriate disposal in the event that there was need to empty them.

Furthermore, in order to manage and provide day to day services at Luburma market, LCC retained the use of an administration block at Luburma market. This was done to ensure LCC officials remained closer and interacted with marketeers at the market.

5.3 China Hainan's Exclusive Right of Retention of 121 Shops for the Concessional Period

Among the agreed terms of reference was China Hainan's exclusive right to use 121 shops and parking slots for tenants, as well as rentals accruing thereof so as to recoup their investment. This section will show how this term of reference is being adhered to.

According to the LCC Status Report (2007) on the construction of the urban markets, the Luburma market PPP agreement provided that, the developers would have exclusive use and rights to lease and occupy 121 shops, as well as the rentals accruing thereof in order to recoup their investments. These 121 shops have been built around the perimeter of the market. The shops are well placed to attract customers at the market and the majority of these shops have been rented out to Chinese and Indian migrants. There were also Zambians occupying the 121 shops. Those Zambians were mostly small-scale traders running one or two shops with a heavy

dependence on personal networks and contacts to supply their businesses with capital, labor and merchandise. From the 121 shops, the majority of them were slightly bigger and the rentals charged were slightly on a higher price as compared to the rest of the shops. Because of high rentals, marketeers tried to cut on the cost of rentals by opting to combine their resources, merchandise and rent a single big shop. The implication here was that, the cost of rent was shared or divided among the marketeers occupying the shop. This resulted into a situation where a single shop would have two or more tenants dealing with multiple goods. At the same time, it explains why the majority of the marketeers (100 per cent) indicated that rentals at Luburma market were becoming unbearable, thereby impacting adversely on their capital and ability to grow their business. When asked where and to whom they paid rentals, all the sampled marketeers occupying the 121 shops, indicated that rentals were paid to China Hainan which had an administrative block at Luburma Market from where all issues to do with rentals, shop renovations and allocation were addressed. Further, the marketeers revealed that, in addition to rentals they also paid an annual trading license amounting to the sum of K1500 to LCC. This implies that LCC was also indirectly benefiting from the 121 shops under China Hainan through collection of levies charged on trading license.

Recourse to the term of reference therefore, were China Hainan would retain exclusive use of 121 shops and the rentals accruing thereof, this study notes that the Luburma Market PPP was in adherence to this agreed term of reference.

5.4 Pledge to Constantly Improve and Keep Luburma Market in Repairable State

This section discusses infrastructural development and maintenance that have been instituted since the commissioning of the market. As it will be shown, marketeers from Luburma market seemed not to be aware of which PPP partner was responsible for renovations. This could be attributed to lack of knowledge regarding the PPP terms of reference.

As earlier mentioned, one of the terms of reference to the PPP at Luburma Market was a pledge by China Hainan to constantly improve and keep the premises in good state of repair during the management period. In recognition of this term of reference, the researcher sought to find out if there was adherence. As such, marketeers and key informants were asked questions related to the

aforementioned term of reference. Thus, when marketeers were asked if Luburma market was constantly renovated to keep it in a repairable state, the research results indicated that 100 per cent of the marketeers from both parts of the market had never seen any renovation programme that had been carried out since the commissioning of the market. This was in spite of the relatively high quality infrastructure subsequently deteriorating where drainage was blocked, toilets were out of order, water supply was becoming erratic due to leakages and sanitary conditions were also becoming poor.

Equally when an attempt was made to determine if there was any maintenance programme in place charged with the responsibility of renovations, the research findings reveal that, 63 per cent of marketeers with shops under the management of China Hainan were of the view that renovations were done by marketeers themselves occupying the actual shop which needed renovations. 37 per cent of marketeers indicated that China Hainan was responsible for renovating shops which was done through sub-contracting a maintenance team. Sub-contracting and hiring of a maintenance team was also confirmed by a China Hainan official (representative at Luburma market) as he indicated that:

If need arose to renovate certain shops, China Hainan through its management center at Luburma market, contracted a maintenance team. The maintenance team worked on the actual shop that needed to be fixed and renovated (Interview, 13 August, 2020).

It must be noted that renovations at Luburma market included changing of doors to enhance security, painting, electrical wiring and fixing walls which had cracks. Furthermore, when a China Hainan official was asked if China Hainan maintained and renovated toilets and drainage at Luburma market, the official clearly indicated that toilets and drainage were placed under LCC from the onset of the PPP. As such, they were a responsibility of LCC. This implies that China Hainan had no responsibility or obligation to maintain them, more especially that toilet user fees charged and collected only benefited LCC.

With regards to the part of the market under LCC, when marketeers were asked if LCC had a maintenance programme in place, the research findings reveal that, 93 per cent of marketeers indicated that, renovations were done by marketeers themselves occupying the actual shop which

needed renovations. While 7 per cent of marketeers indicated that LCC was responsible for renovating shops through the department of engineering. In the case of the shops under LCC which were built as open stores, renovations included restructuring and modifying them from open stands to closed shops which enabled marketeers to display and store their merchandise without taking them for storage. In an interview, the Market Official indicated that:

Before marketeers had to restructure and renovate the 432 small open stores, marketeers would display their goods for sale after which they had to take them back to a storage place for safe keeping until the following day when they would open for business. This movement of goods to and from the storage had a cost implication on it, as marketeers had to pay for storage and transportation to and from the storage place, (Interview, 17 September, 2019).

Furthermore, the researcher interviewed selected officials at LCC (that is, from the Engineering and Housing and Social Services Departments) on the issue of having a maintenance programme in place. All of the interviewed officials indicated that, Luburma market had never experienced any renovations, despite the need for such at the market. Worse still, China Hainan had neither a maintenance nor any renovation programme in place. However, LCC through the Department of Housing and Social Services in conjunction with the Department of Engineering had a maintenance programme in place to maintain drainage systems, water and sewerage, as well as ensuring that such amenities were constantly kept in good state. This was further confirmed by the market Chairperson who pointed out that:

Since the commissioning of the market, the only maintenance programme in place was that of drainage, water and sewerage system (Interview, 20 September, 2019).

In addition to lack of renovations by China Hainan, this researcher also observed that, there was no any additional infrastructure that was added or constructed such as car parks and toilets. This was despite the growing demand for the said facilities at the market due to more additional shops being built by individuals along the perimeter of Luburma market. The new shops were placing additional burden on the few existing sanitary facilities. And because of the growing number of

shops around the market, provision of services such as clean and conducive toilets, supply of water and parking space for marketeers and other end-users was becoming problematic.

Despite lack of renovations and additional infrastructure development such as toilets and car parks, it is easier to argue that the Luburma PPP project has in a sense performed some of the expected results. In terms of providing social amenities, market stalls or space for traders, that has been achieved. This is because descent trading space has been provided without the local government spending any money. The only collateral that the Council provided was land while China Hainan built the structures at the market. Additionally, the structures at the market have changed the appearance as compared to what it was before the face-lift. The structures may not be that of very high standard, but it is better than the ram shackles which were there before the redevelopment. Consequently, because of the improvement, the local government is able to realize income, both directly from the marketeers through market stall levies and also through taxes charged when obtaining a trading license in the case of those with shops under the management of China Hainan.

5.5 Periodic Review of the Luburma Market PPP

In 2002 China Hainan was given exclusive rights to manage part of Luburma market for a period of 65 years in a signed lease agreement in which it was agreed that the PPP will be regularly reviewed every 10 years. This was to ensure that the terms and conditions of the PPP were being abided. This section, therefore, discusses the agreed period to which the PPP was to be regularly reviewed.

Regular periodic reviews of PPPs are meant to ensure that standards, performance measures and agreed terms of reference outlined in the original contract are adhered to and implemented upon the PPP being operational. As earlier indicated, the Luburma market PPP provided for regular review every 10 years to ensure that the agreed terms of reference were being abided by. However, this has not been done in the last 16 years of operation, prompting LCC to declare a dispute against China Hainan. As such, the researcher set out to inquire the views of marketeers on why the PPP was never reviewed and why LCC declared a dispute against China Hainan.

When marketeers renting shops under the management of China Hainan were asked if they were aware that the Luburma market PPP was supposed to be reviewed every 10 years and failure to do so after 10 years of operation led to LCC declaring a dispute against China Hainan, the research findings show that, 79 per cent of the maketeers did not know about it. 9 per cent indicated that they were aware of such a mechanism. While 12 per cent did not respond to the questions asked which can probably be interpreted as they lacked knowledge and information regarding why the PPP was never reviewed, when next it should be reviewed and the reasons as to why LCC declared a dispute against China Hainan.

Similarly, when marketeers with shops under the management of LCC were asked if they were aware that the Luburma market PPP was supposed to be reviewed every 10 years and failure to do so after 10 years of operation led to LCC declaring a dispute against China Hainan. The research findings show that 63 per cent of the maketeers did not know that failure to review the PPP at the elapse of 10 years of operation was one of the reasons as to why LCC declared a dispute against China Hainan. 27 per cent indicated having knowledge to the matter, while 10 per cent did not respond to questions of why the partnership was never reviewed and what made LCC to declare a dispute against China Hainan. Lack of information on the exact nature of the Luburma market PPP from marketeers with shops under the management of LCC was worrying and surprising, more especially that the majority of marketeers occupying those shops were indigenous Zambians who needed to be well informed and at the same time have easy access to information regarding the exact nature of the PPP.

Furthermore, when the selected key informants from LCC (that is Manager for Waste Management Unit; Assistant Markets Manager for Finance and the Senior Civil Engineer, who was under Engineering Services; the Senior Administrative Officer) were asked about the period after which the PPP was to be reviewed and what their role was during the review process. All of them did not know the exact period, except for the Council Official from the Department of Housing and Social Services who in an interview indicated that:

The partnership was supposed to be reviewed every 10 years and failure to do so was among the reasons which made LCC to declare a dispute against China Hainan (Interview, 23 September, 2019).

The other reason why LCC declared a dispute was as a result of intense public outcry by marketeers at Luburma market regarding the state of the market, high rentals and service delivery which was becoming poor. Following the declaration of a dispute, it is easier to assume that the Luburma market PPP was not yielding the desired outcomes as echoed by the Market Official who, in an interview, indicated that:

The Luburma PPP had not yielded the desired results to key stakeholders (marketeers) and as such, there had been a public outcry regarding service delivery and hash conditions to which shop tenants were subjected. Hash conditions at Luburma market included high rentals, lack of renovations on shops and poor sanitation, (Interview, 17 September, 2019)

To further understand the nature of the Luburma market PPP, what implications the declaration of a dispute brought and what intermediate role other institutions played, effort was made to ascertain what role Zambia Development Agency (ZDA) plays in PPPs like the Luburma market which were signed long before the adoption of the 2009 PPP act and subsequently the establishment of ZDA. In an interview with the ZDA Official on 17 September 2019, it was revealed that, the Luburma PPP was solely the responsibility of LCC. As such, ZDA did not interfere nor play any role regarding its management. This further implied that ZDA had no intermediate role regarding the dispute that LCC declared against China Hainan, (interview with ZDA Official on 17September 2019).

5.6 Adherence to Concession Period

In general, concession period is the span of time granted by the government to the private sector within which the private sector is responsible for financing, construction and operation of a PPP project. This section discusses the concession period that was agreed in the Luburma market PPP.

In a PPP agreement that was subsequently signed on 9th August 2001 between LCC and the Developer (China Hainan Zambia Limited), it was agreed that China Hainan's exclusive use and rights would last for a period of 65 years, after which the improvements would revert to LCC. At

the time of this study, the 65 years concession period was still subsisting. However, concerns have been raised by various stakeholders regarding the duration of the agreement. For instance, the Times of Zambia dated 29th July 2004 indicate that, since the commissioning of the Luburma PPP agreement, the duration of the agreement raised public outcry among various stakeholders, central government inclusive. This led to directives being issued by Government to the local government to renegotiate the contract terms, citing that by the time the infrastructure will be transferred back to the local authority, it will have outlived its lifespan. As such, no economic or financial benefits will accrue to the public, as well as the local authority. In addition, it was highlighted that local governments in Zambia were only obliged to enter contracts that are only valid for a maximum period of 14 years, as provided for under the Local Government Act Chapter 281 under section 67(2) of the Laws of Zambia. To date, the lease terms have not been renegotiated, despite the protracted attempts to renegotiate them.

In recognition of the foregoing, the research sought to inquire on the criteria used by LCC to offer China Hainan a contract period of 65 years. On this matter, it was discovered that no other criteria were employed except for the need to allow the private party to recover their investments. In an interview, the Council Official from the Department of Housing and Social Services indicated that:

At the time the structuring of the project was being done, issues like criteria were not considered. What was anticipated was that it would take a very long time for the developer to recoup their investment because the assumption made was that everyone who would be trading in the market, whether be it the stalls or the bigger shops, were going to pay ordinary market levies which are very low, probably about K 150, (€ 21) per month. (Interview with the Deputy Director for the Department of Housing and Social Services at LCC on 18 September 2019)

Similarly, on the issue of the contract period being beyond the 14 years provided for under the LGA Chapter 281 of the Laws of Zambia, the study reveals that the local government attempted to have the contract periods renegotiated in light of the calls by the general public and central government to reverse the lease term but it is to no avail. An interview with the Council Official from the Department of Legal Services at LCC revealed that:

LCC sought legal advice from the Ministry of Justice which advised that the agreement was bidding. The only way out was to compensate the developers for the remainder of the contract periods. But how much compensation would that be? The Director further noted that, the contract was left like that more especially that the 65 years duration was offered with the approval of the Minister which makes it binding (Interview, 4 March, 2021).

To analyze this term of reference, it is evident that the long term nature of the contract was not exploited to allow for the delivery of value for money to LCC, instead, it was inclined only to the private party recouping their investments.

5.7 Conclusion

The findings and discussion in this chapter indicate that the Luburma market PPP was characterized by lack of accurate and comprehensive information to marketeers and the public regarding its actual nature and the terms of reference surrounding it. The chapter also concludes that, among the reasons why there was poor dissemination of information regarding the Luburma market PPP was because the terms of reference were not strictly being adhered to. As such, publication of information to marketeers and the general public would most likely result in public outcry. As the findings have shown, an average majority of the marketeers (76 per cent) from both parts of the market did not know the exact nature, duration and what the terms of reference were to the PPP at Luburma market. The findings also show that there was lack of a maintenance programme in place to keep the premise in a repairable state. This was despite the developers having pledged to maintain and keep the market in a repairable state throughout the management period. The chapter has further shown that among the terms of reference which were being followed and adhered to included, LCC's retain and use of 432 market stalls, a police post, administration office and ablution blocks, the developer's exclusive use and right to use 121shops and parking slots for tenants, as well as rentals accruing thereof so as to recoup their investment and the agreed duration which at the time of the study had not changed.

However, the chapter also notes that despite lack of renovations and additional infrastructure development at the market, the Luburma PPP project has, in a sense, performed some of the expected results. In terms of providing social amenities, market stalls or space for traders, that

has been achieved as descent trading space has been provided without the local government spending any money. Additionally, the structures at the market have changed the appearance of the market as compared to what it was before the face-lift. Because of the improved structures and descent trading environment, the LCC is able to realize a little bit more income than was the case in the past. Income being realized is directly from the marketeers through market stall levies and also through annual business licenses imposed on traders trading in the bigger shops controlled by the developers.

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CHAPTER SIX

MARKETEERS' LEVEL OF SATISFACTION WITH THE SERVICES AT LUBURMA MARKET PUBLIC PRIVATE PARTNERSHIP

6.0 Introduction

The aim of this chapter is to present and discuss research findings on marketeers' levels of satisfaction with the services provided at Luburma market Public Private Partnership (PPP). In this chapter, marketeers' satisfaction is measured using effective provision of the following services; garbage management, sanitary facilities, firefighting, and water reticulation. To understand how the above stated services are provided, this chapter is divided into five sections, excluding this introduction.

The first section discusses how garbage is managed at Luburma Market. The first section will also show the garbage management system that has been instituted by LCC. In other words, this section will show garbage management programme which has been put in place by LCC at Luburma market. Garbage in markets is either collected from a primary garbage collection point or a secondary garbage collection point.

The second section focuses on the provision of sanitary facilities at Luburma Market. It is the aim of this section to discuss what LCC had done to ensure that Luburma market was provided with toilet facilities. This section will show whether Luburma Market had adequate toilet facilities to cater for all market users. It will also show whether the toilets were provided with soap for hand-washing, hand-dryers and whether toilets were supplied with enough water. The third section focuses on supply of water.

The fourth section focuses on drainage management. The fifth section focuses on management of fire outbreaks. After the fifth section, the chapter ends by giving the conclusion. The chapter now discusses garbage management at Luburma market.

6.1 Garbage Management at Luburma Market

In an effort to manage markets, local authorities are also expected to manage garbage found within markets. In this section focus is on the role played by LCC in managing garbage at Luburma Market, as poor collection of garbage may lead to poor sanitation standards, thereby leading to disease outbreaks.

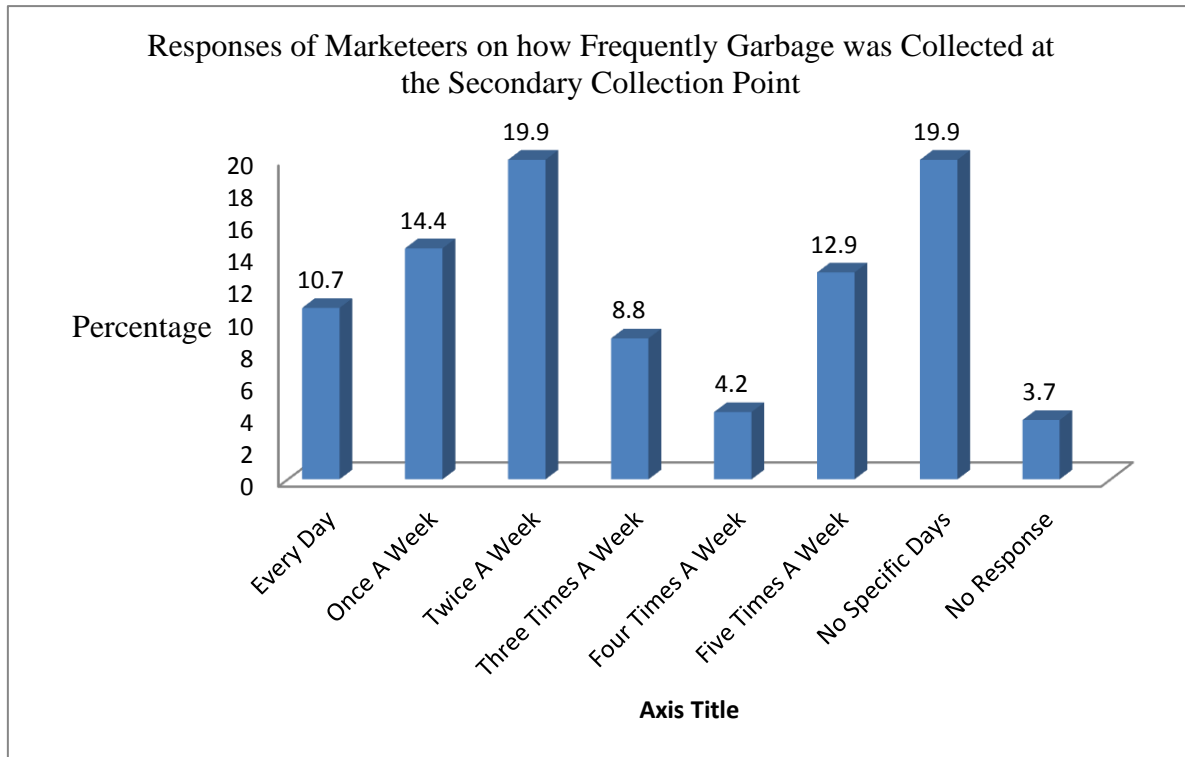
As earlier mentioned in chapter five, management of markets at LCC falls under the Department of Housing and Social Services and the primary role of this department with regards to garbage management is that of facilitation. In other words garbage management in the City of Lusaka falls under the section of Waste Management Unit of LCC. Thus, to effectively play this role of facilitation, the Department of Housing and Social Services employs general workers to clean and collect garbage in council run markets and dump the garbage in designated garbage collection points. In other instances, the LCC sub-contracts a private company to manage garbage on its behalf. This is the case at Luburma Market where the LCC has sub-contracted two garbage management companies (Community Based Enterprises (CBEs). The two CBEs are Kamwala Garbage Services and G.L Currency Garbage Services.

At Luburma Market the two garbage management companies usually collect garbage from two main points. These are primary and secondary collection points. A primary garbage collection point is simply a point inside the market where garbage is initially dumped en route to the secondary garbage collection point. In other words, a primary garbage collection point relates to wheelie bins placed in strategic places of the market where market users can throw their garbage. Whereas a secondary collection point is usually a point outside the market where skip bins are found. The collection of garbage from the primary collection point in a market is done using wheelie bins. It was revealed by the Market Official for Luburma Market that collection of garbage from the primary garbage collection point at Luburma Market was done using wheelie bins and ordinary bins placed in strategic positions of the market (Interview with the Market Official for Luburma market on 17 September 2019). This was also acknowledged by marketeers at the market when all of them (100 per cent) indicated that LCC had placed wheelie bins for primary garbage collection inside the market. Additionally, LCC demands that every shop should have a dust bin inside the shop. This was also supported by responses obtained from both parts of

the market where all (100 per cent) of the interviewed marketeers indicated that placing of dust bins inside the shop was a requirement and a must by shop tenants or marketeers at Luburma Market.

As already alluded to, once garbage was collected from the primary collection point, it was transported to the secondary collection point. Collection of garbage from the secondary collection point was done using hooklift trucks, skiplift trucks and tractor trailers, depending on the amount of waste and distance to the disposal site. Intermediate storage of garbage at the secondary collection point was depended on the means for secondary garbage collection and included containers and skip bins. Once the skip bin outside the market was full, the two CBEs transported the garbage to the final dumpsite which is Chingwere landfill for disposal, though this was not done on time. As such, this researcher observed that, Luburma Market had piles of garbage which had not been collected from the secondary garbage collection point (see appendix C 2). In other words it seemed like it took a lot of time for the CBEs to collect garbage from the secondary collection point. This was also confirmed by responses obtained from marketeers who were asked to state the frequency of garbage collection at Luburma market in a week. Marketeers interviewed from part of the market under the management of China Hainan seemed not to be sure of how often garbage was being collected from the secondary collection point in a week. When asked how often garbage was collected from the secondary collection point, 19.9 per cent said that garbage was collected twice in a week, while the other 19.9 per cent stated that there were no specific days when garbage was collected from the secondary collection point. 14.4 per cent said that collection of garbage from the secondary collection point was done once a week, 12.9 per cent said that it was done five times a week, 8.8 per cent were of the view that it was done three times a week, while 6.5 per cent said that it was done six times a week. Results also showed that 10.7 per cent of marketeers interviewed were of the view that garbage collection was done every day, 4.2 per cent said that it was done four times a week, while 3.7 per cent did not give a response to the questions asked. The figure 6.1.1 below shows responses of marketeers (from the part of the market under China Hainan) on how often garbage was collected from the secondary collection point.

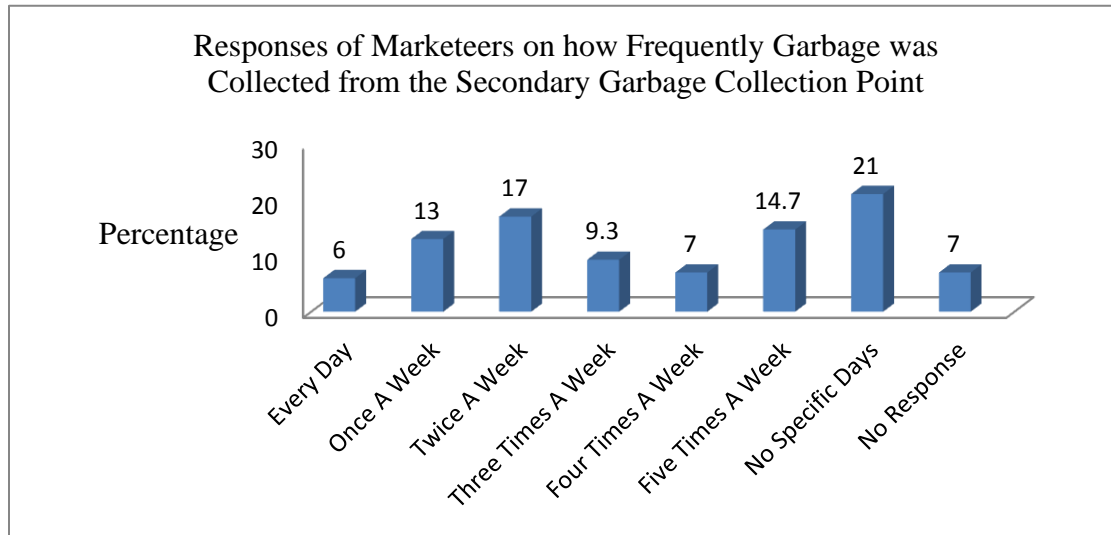
Figure 6.1.1: Responses of Marketeers with Shops under the Management of China Hainan on how often Garbage was Collected from the Secondary Collection Point



Source: field data 2020

Similarly, when marketeers with shops under the management of LCC were asked how often garbage was collected from the secondary collection point, their responses were almost similar to those with shops under the management of China Hainan where 17 per cent said that garbage was collected twice a week. 21 per cent stated that there were no specific days when garbage was collected from the secondary collection point. 13 per cent said that collection of garbage from the secondary collection point was done once a week, 14.7 per cent said that it was done five times a week while 9.3 per cent were of the view that it was done three times a week. The findings also showed that 6 per cent of interviewed marketeers were of the view that garbage collection was done every day, 7 per cent said that it was done four times a week while 7 per cent did not give a response. The findings are presented in the figure 6.1.2.

Figure 6.1.2: Responses of Marketeers with Shops under the Management of LCC on how often Garbage was collected from the Secondary Collection Point



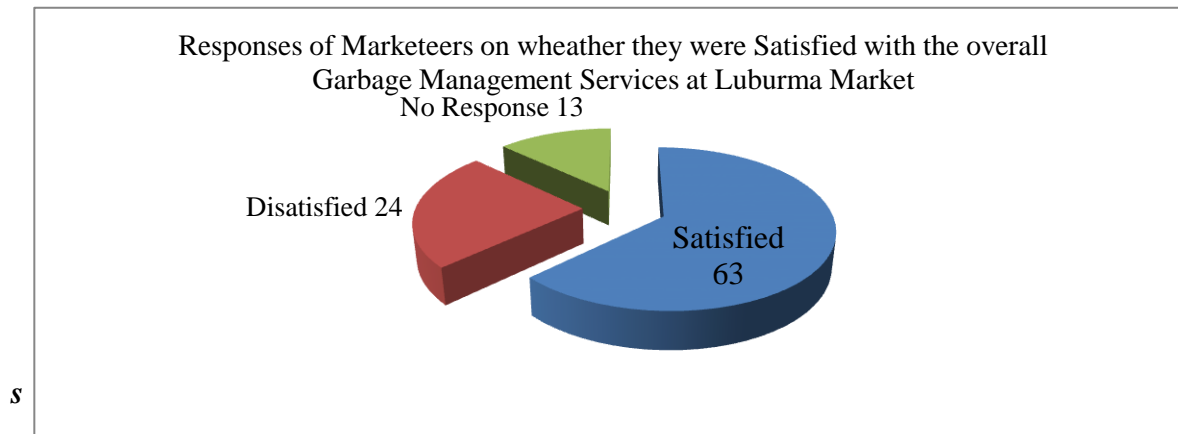
Source: field data 2019

Owing to the various responses of marketeers from both parts of the market on how often garbage was collected from the secondary collection point, it can, therefore, be interpreted that marketeers were not sure how often garbage was collected at the secondary collection point which could probably be attributed to lack of a fixed collection schedule by the two CBEs engaged to manage garbage at Luburma market. To further analyze the findings, figure 6.1.1 and 6.1.2 show that garbage was not collected on a regular basis from the secondary collection point. A small portion of the garbage was collected on a daily basis, while most of it can go for days, even weeks without being collected. Thus, collection of garbage from the secondary garbage collection point was not done as scheduled and this researcher also observed that garbage at the secondary collection point was piled up and had not been collected for over a week at the time of this study.

Following the various responses further, an attempt was made to determine if marketeers from both parts of the market were satisfied with garbage management. Results obtained from marketeers with shops under the management of China Hainan showed that 63 per cent were satisfied with the services of the two CBEs in garbage management at Luburma. 24 per cent

were not satisfied, while 13 percent did not respond to the questions asked regarding satisfactory levels of garbage collection. This information is presented in figure 6.1.3 below.

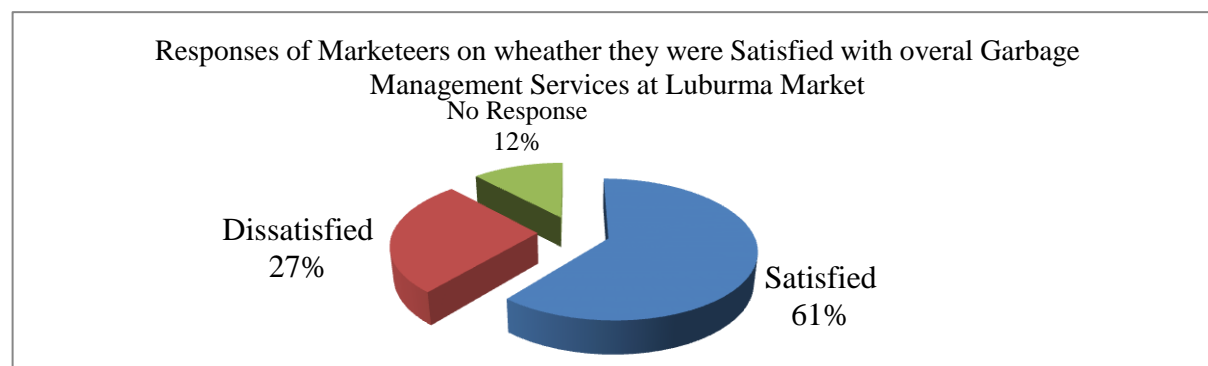
Figure 6.1.3: Responses of Marketeers with Shops under the Management of China Hainan on whether they were Satisfied with Garbage Management Services at Luburma Market



Source: Field data 2020

Similarly, when marketeers with shops under the management of LCC were asked if they were satisfied with overall garbage management services, their responses were similar to those with shops under the management of China Hainan where 61 per cent of them indicated satisfactory levels with the services of the two CBEs in garbage management. 27 per cent were not satisfied, while 12 percent did not respond to the questions asked regarding satisfaction levels of garbage management. This information is presented in figure 6.1.5 below.

Figure 6.1.4.: Responses of Marketeers with Shops under the Management of China Hainan on whether they were satisfied overall Garbage Management at Luburma market



Source: Field data 2020

Following a satisfaction level of 63 and 61 per cent of marketeers from both parts of the market on the overall garbage management, one may wonder why the majority of marketeers expressed satisfaction when, as shown in figure 6.1.1 and 6.1.2 that only a small portion of garbage was collected on a daily basis, while most of it could go for weeks without being collected. However, despite this being the case, the findings of this study are similar to a study done by Chulu 2017 whose, findings indicate that the performance of private companies with regards to garbage management has been rated good.

To further have an insight on why the performance of the two CBEs was rated good with an average satisfaction level of 62 per cent from both parts of the market, an attempt was made to establish whether or not marketeers at Luburma market paid for garbage collection. It was noted that all the marketeers (100 per cent) interviewed from both parts of the market said that on a monthly basis, they paid for garbage collection to LCC which, in turn, paid to the two CBEs sub-contracted. Furthermore, it was revealed by the Market Official for Luburma market that, garbage collection fee at Luburma market was K100 per shop on a monthly basis. Considering that the market had 532 functional shops plus the 304 additional shops that had been built on the part of the market under the management of LCC, it was, therefore, expected that on a monthly basis, LCC collected not less than K80,000.00 taking all other factors into consideration. With this amount of money raised through levies imposed on garbage management, it was expected that garbage management should not be problematic at Luburma market.

6.2 Provision of Sanitary Amenities at Luburma Market

This section discusses the provision of sanitary amenities at Luburma market. The section will show what measures had been put in place by LCC to ensure that the market was provided with toilet facilities. The section also discusses the kind of toilets that are found at Luburma market.

There are some markets run by LCC which have been provided with toilet facilities while others have not been provided with such facilities. An example of a market with toilet facilities is Luburma market. At Luburma market, toilets have mechanisms for dislodging, transport and appropriate disposal in the event that there is need to empty them. They are in fact connected to the main sewer line of LWSC. At the time of this study, Luburma market had two (2) ablution

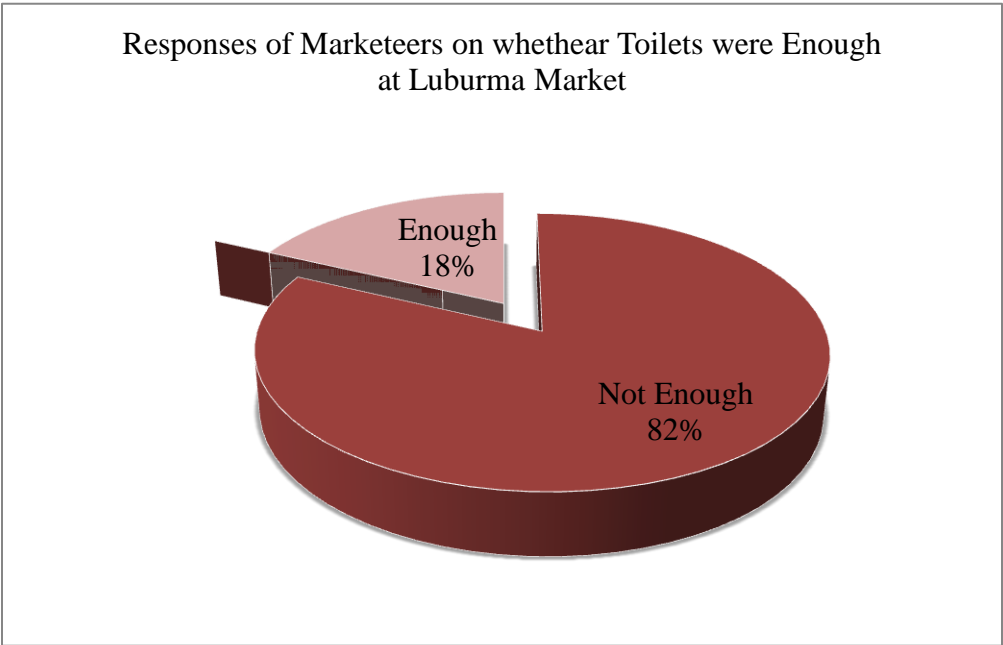
blocks located on either side of the market. These ablution blocks consist of 6 toilets on each side. Thus in total, the market had 24 toilets, 6 shower rooms and a further 12 space for urinals in the male toilets. The toilets at the market are flushable. This was also confirmed by results obtained from marketeers who were asked to state the type of toilets which the Council had provided at Luburma market. All (100 per cent) of the marketeers interviewed from both parts of the market said that the market had flushable toilets, although some cisterns were broken and supply of water to the toilets was erratic due to leakages. Consequently, though Luburma market had been provided with toilet facilities, these facilities were not in a good working condition as revealed in a report by LCC on the status of markets ablution blocks and their financial position (2013). The report stated that the walls of the toilets were dirty, cisterns were broken, supply of water to toilets was erratic due to leakages and sewer lines were not working. Among the markets mentioned in the report were the following: Chachacha, Luburma, Northmead, Libala, Buseko, Chilenje, Bwafwano, Sekelela, Tigwirizane, Railside, Mwamba Luchembe, Kaunda Square stage 1 and Matero. The report also showed that the above listed market toilets had broken cisterns, taps were leaking, toilet rooms did not have doors, and showers were not working (see appendix 6 and 7).

Regardless of the working condition in which toilets might be in, there is need to constantly keep them clean. Thus, to ensure that toilets at Luburma market were kept clean despite being in a bad working condition, the council had employed general workers whose sole responsibility was to clean them on a regular basis. For example, 2 general workers had been assigned to clean each ablution block at Luburma market. In addition to the 2 general workers stationed at each ablution block, a cashier was also stationed by the toilet to collect toilet user fees. A toilet user was charged at K2.00 per use. It was reported that the toilets were cleaned several times in a day. This was done with the view of maintaining high levels of hygiene. This was also confirmed by the Market Chairperson who, in an interview, indicated that:

Toilets were cleaned several times using various kinds of cleaning materials. These cleaning materials included, among others: Squeezers, hard brooms, disinfectants, spirit of salt, mutton cloths, water, buckets, gloves and other chemicals (Interview, 18 September, 2019).

Though Luburma market had toilet facilities, it was noted that the number of toilets was not enough to cater for all market users. Arising from such an observation, marketeers were asked to state whether or not toilets were enough at Luburma market. The research results showed that 82 per cent of marketeers with shops under the management of China Hainan said that toilets were far from being enough. While 18 per cent indicated that toilets were enough. This information is presented in figure 6.2.1 below.

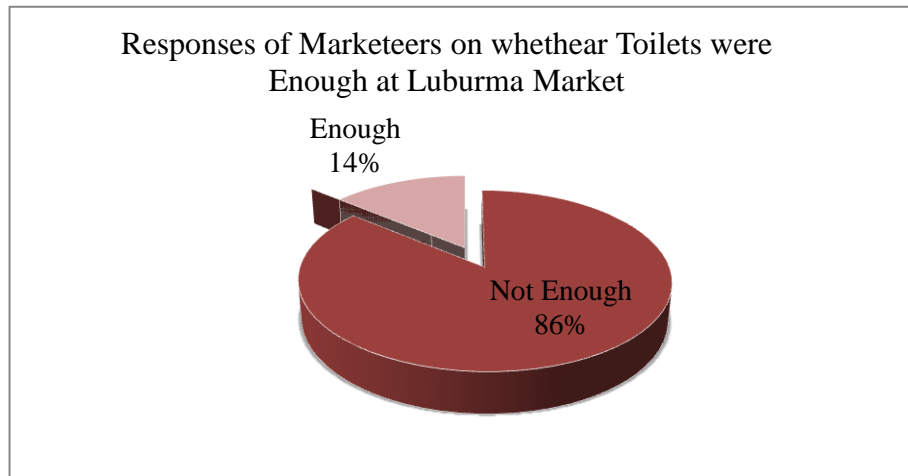
Figure 6.2.1 Responses of Marketeers with Shops under the Management of China Hainan on whether or not the Number of Toilets were Enough or not at Luburma Market



Source: Field data 2020

With regards to the part of the market under the management of LCC, when marketeers were asked to state whether or not toilets were enough, the trend was similar to their counterparts with shops under the management of China Hainan where 86 per cent indicated that the toilets were far from being enough. While 14 per cent said that toilets were enough. This information is presented in figure 6.2.2.

Figure 6.2.2 Responses of Marketeers with shops under the Management of LCC on whether or not the number of Toilets were Enough or not at Luburma Market



Source: Field data 2020

Analyzing the responses from both parts of the market, the findings of the study show that majority of the marketeers were of the view that, toilets were far from being enough. This was equally supported by the Market Official who, in an interview, indicated that the toilets were far from being enough, considering that the market population was ever increasing (Interview with the Market Official on 17 September 2019). Additionally, international standards require that there should be 1 toilet for 20 shops (Minimum standards in Water Supply, Sanitation and Hygiene Promotion). Therefore, a market which has at least a minimum of 725 functional shops as revealed in the markets register at LCC needs 4 more ablution blocks consisting of 6 toilets each if international standards are to be met. This implies that there is need for more ablution blocks to be built at Luburma market.

Furthermore, the availability of few toilet facilities at Luburma market implies that LCC and China Hainan have not done enough to ensure that marketeers were provided with enough toilet facilities. However, it was noted that construction of toilets in council run markets was one of the goals of the Department of Housing and Social Services at LCC in its 2019 work plan. According to the Council Official from for the Department of Housing and Social Services, LCC had plans to construct toilets in all council run markets in its 2019 work plan. In fact, the council official stated that:

The LCC intended to partner with the private sector so that more toilets could be built in LCC run markets. The LCC in its 2019 work plan had set aside K1, 700,000.00 for construction of toilets in markets run by LCC in Lusaka. Markets which already had toilets were to be renovated (Interview, 18 September, 2019).

Following the LCC's 2019 work plan and in the case of the Luburma market, it was worrying that the LCC had to look for other private partners to construct additional toilets when the market was already under a PPP which, according to one of the terms of reference agreed, gives the concessionaire the responsibility of renovating, as well as that of building additional infrastructure that will support adequate delivery of services until the period to which the market was handed over to LCC. Such additional infrastructure may include toilet facilities. This, therefore, implies that to a larger extent, the term of reference where China Hainan committed itself to building additional infrastructure when need arose, was not being adhered to, more especially that the Market was in need of additional toilets.

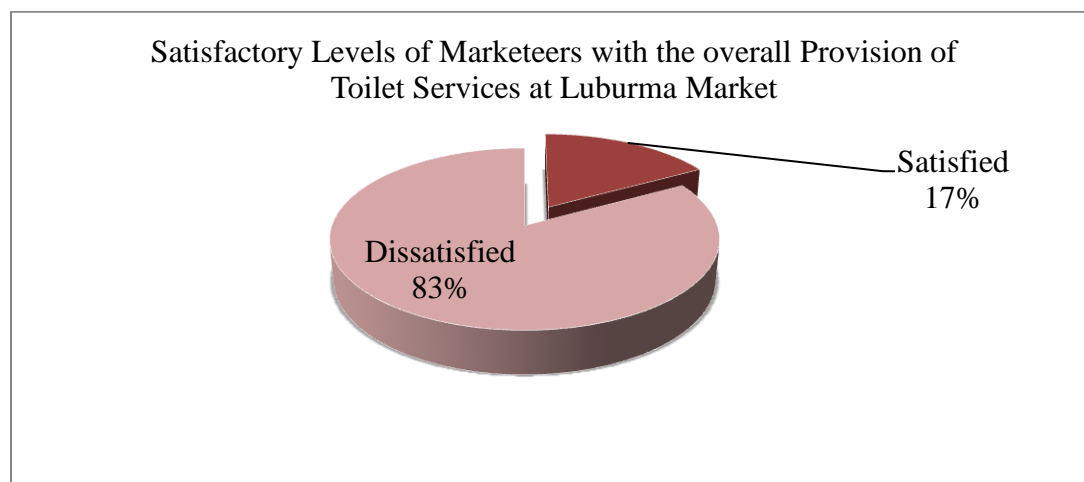
When it came to provision of other toilet services such as tissues, the LCC had to some extent executed its mandate of ensuring that toilets at Luburma market were provided with toilet tissue. The Market Masters for Luburma market stated that, the council had ensured that toilets at the market were provided with toilet tissue. At the time of this study, this researcher also observed that toilets had toilet tissue which was further confirmed by the majority of the marketeers interviewed. When asked to state whether or not toilets at Luburma market had toilet tissue, 89 per cent of those with shops under the management of China Hainan indicated that toilets had toilet tissue, while 11 per cent said that toilets were not provided with toilet tissue.

With regards to the part of the market under the management of LCC, when asked if toilets were provided with toilet tissue, 93 per cent said yes, while the remaining 7 per cent were of the view that toilets were not supplied with tissue.

Furthermore, though the Council through the Luburma MAC procures deo blocks to promote pleasant toilet environment as stated by the Market Official for Luburma market, this study revealed that 83 per cent of marketeers interviewed with shops under the management of China Hainan said that the council had done nothing to promote pleasant environment in toilets. This was the same percentage (83) of marketeers who expressed dissatisfaction with the overall toilet

services at Luburma market. The findings further showed that the other 17 per cent said that the council had procured air fresheners to promote a pleasant environment in toilets at Luburma market. This percentage of marketeers expressed satisfaction with the overall services concerned with toilet facilities. This information is presented below.

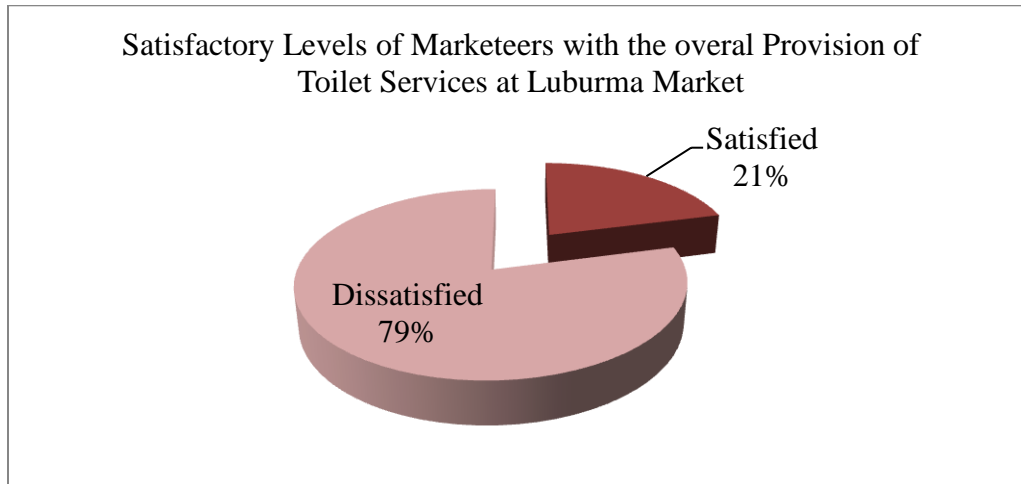
Figure 6.2.3. Responses of Marketeers with Shops under the Management of China Hainan regarding the overall Provision of Toilets Services at Luburma Market



Source: Field data 2020

Coming to the part of the market under the management of LCC, 79 per cent of the interviewed marketeers said that toilets at Luburma market were a sorry cite and that, the council had not done enough to promote a pleasant environment in toilets. And just like those with shops under China Hainan, this was the percentage of marketeers that were dissatisfied with the overall toilet services provided at Luburma market. The remaining 21 per cent said that the council had procured air fresheners to promote a pleasant environment in toilets at Luburma market and this number of marketeers also expressed satisfaction levels with the overall toilet services. This information is presented in the figure on the next page.

Figure 6.2.4. Responses of Marketeers with Shops under the Management of LCC regarding the overall Provision of Toilets Services at Luburma Market



Source: Field data 2020

Following a majority dissatisfactory level of marketeers with the overall provision of toilet facilities at Luburma market, an attempt was made by the researcher to determine why this was the case. The following were the reasons which came out more prominently from marketeers 1) broken cisterns and toilet pans, 2) toilets being very few in number, 3) erratic supply of water and 4) damaged flashing mechanisms.

Damaged cisterns and flashing mechanism were also observed by the researcher and this probably explains why LCC had placed water drums inside the toilets for water storage (see appendix C 4, 5 and 7). The stored water was meant for users to be drawing and pouring inside those toilets with damaged cisterns and flashing mechanism. The findings of the study are similar to a research done by Phiri (2014) which show that LCC does not adequately provide toilet facilities to markets and that, some markets run by the LCC do not have toilet facilities. Just like at Luburma market, Phiri's research also shows that the LCC has not done enough to ensure that markets were provided with enough decent toilet facilities.

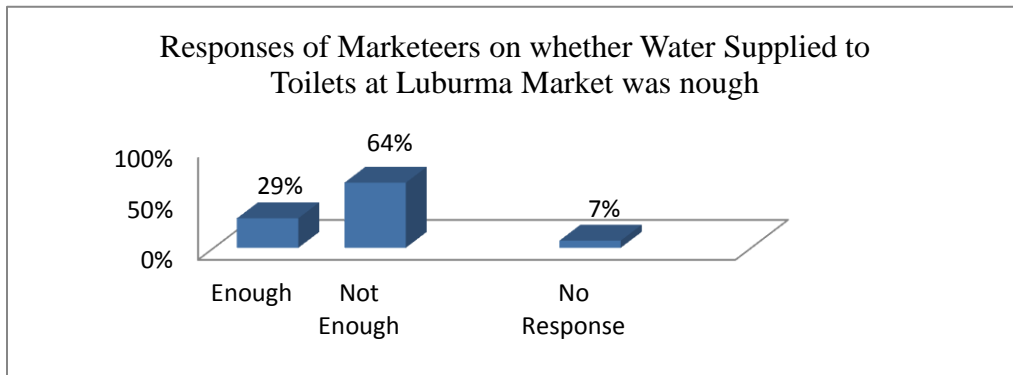
6.3 Supply of Water at Luburma Market

The previous section has shown that supply of water to markets is important, as it helps in maintaining high levels of hygiene, including facilitating the flushing of toilets. In this section, focus is on the levels of marketeers satisfaction with the overall supply of water at Luburma market which also includes water for drinking. The section will also show the role LCC plays in ensuring that Luburma Market is supplied with sufficient quantities of water.

Councils have the responsibility of ensuring that water is supplied to markets and to do this, councils work together with Water and Sewerage Companies (WSC). The council can also sink boreholes in markets to supplement water supplied by WSC. Therefore, the council in this regard takes the role of the consumer and it has to ensure that water is supplied to markets. It is for this reason that this section will establish the extent to which the LCC has ensured that water is supplied to Luburma market.

As already mentioned, supply of water to markets, especially to toilets, is very important if hygiene standards are to be improved. The Council Official from the Department of Housing and Social Services at LCC revealed to this researcher that most market toilets managed by the LCC were supplied with water. It was noted that Luburma market was one such a market being managed by the local authority and it had water supplied directly to toilets. This was also echoed by 86 per cent of marketeers with shops under the management of China Hainan when they indicated that, at Luburma market, water was directly supplied to the toilets, while 14 per cent were of the view that water was not directly supplied to toilets. When marketeers with shops under China Hainan were asked if water supplied to market toilets was enough, 29 per cent indicated that water was enough. 64 per cent of the marketeers indicated that water supplied was far from being enough, as such the LCC needed to do more to ensure sufficient supply of water to toilets. 7 per cent of the marketeers did not respond to the questions regarding sufficiency of water supply to toilets. This information is presented in figure 6.3.1 on the next page.

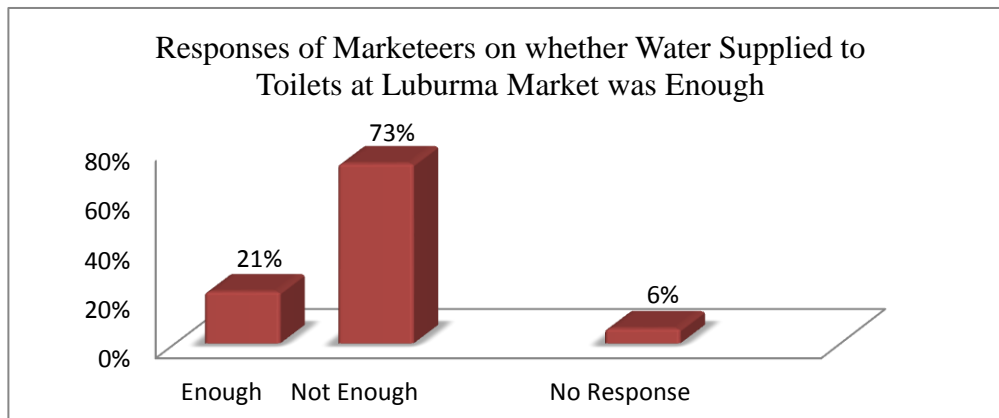
Figure: 6.3.1: Responses of Marketeers with Shops under the Management of China Hainan on whether or not Water Supplied to Toilets at Luburma Market was enough



Source: Field data 2020

When marketeers with shops under the management of LCC were asked if water supplied to toilets was enough, 21 per cent said that water was enough while 73 per cent indicated that water supplied was far from being enough. 6 per cent of the marketers did not respond to the questions asked. This information is presented in the figure 6.3.2 below.

Figure: 6.3.2: Responses of Marketeers with Shops under the Management of LCC on whether or not Water Supplied to Toilets at Luburma Market was enough



Source Field: data 2019

Interpreting the findings above, the study shows that the majority of marketeers from both parts of the market were dissatisfied with the supply of water at Luburma Market. However, to ensure

that water supplied to toilets was enough and that in an event of interruption of water supply from the main grid of LWSC, LCC had placed some drums in toilets for water storage purposes from which toilet users drew water from. See appendix C 4 and C 5

Following the dissatisfaction levels from the majority of marketeers (from both parts of the market) on the sufficiency of water supplied to toilets, an attempt was made to determine whether or not marketeers at Luburma market had easy access to tap water. The results obtained show that, 37 per cent of the marketeers with shops under the management of China Hainan indicated having easy access to tap water, while the majority, which was 63 per cent said that they did not have access to tap water. Probably the majority (63 per cent) had shops located far from where taps had been installed. Additionally, when marketeers with shops under China Hainan were asked if the market was supplied with sufficient levels of water, 61 per cent indicated that the levels of water supplied was insufficient, while 39 per cent said that water supplied to the market was sufficient. Probably the 61 per cent dissatisfaction could be attributed to water lost as a result of leakages in underground pipes. Furthermore, it was observed by this researcher that neither China Hainan nor LCC had put up boreholes to supplement water supplied by LWSC. This was also echoed by the Market Official who indicated that:

Luburma market heavily relied on LWSC for water supply. This means that, any interruption in water supply from the main grid of LWSC would entail lack of water supply to Luburma market, (interview, 17 September, 2019).

It must be mentioned that lack of boreholes to supplement water supply from LWSC at Luburma market was worry some and needed to be taken seriously because a big market like Luburma needed to have other additional sources of water supply to supplement water supplied by LWSC.

With regards to the part of the market under LCC, when marketeers were asked if they had easy access to tap water, the findings were contrary to those occupying shops under China Hainan where 57 per cent indicated that they had easy access to tap water. 4 per cent of the interviewed marketeers did not respond to the questions asked. The minority, which was 39 per cent, said that they did not access tap water easily probably the minority (39 per cent) had shops located far from where taps had been installed. Additionally, when these marketeers were asked if the market was supplied with sufficient levels of water, 66 per cent indicated that water supplied was

insufficient, while 34 per cent said that water supplied to the market was sufficient. Probably the 66 per cent dissatisfaction can be attributed to water lost as a result of leakages in underground pipes.

Following the high percentage of marketeers who expressed dissatisfaction with the quantity of water supplied to Luburma market, an attempt was further made to determine whether or not water supplied to the market was safe for drinking. When maketeers with shops under the management of China Hainan were asked whether or not water supplied at Luburma market was safe for drinking, 72 per cent indicated that it was not safe for drinking. 24 per cent said the water was safe for drinking, while 4 per cent of the marketers did not respond.

Coming to the part of the market under the management of the LCC, when maketeers were asked similar questions, the findings show that 63 per cent of maketeers indicated that the water was not safe for drinking. 31 per cent said it was safe for drinking, while 6 per cent of the marketers did not respond to the question asked. It should, however, be noted that the responses of marketers from both parts of the market contradict those of the interviewed officials at LCC who indicated that water supplied to every market in Lusaka was safe for drinking. The views of the Council officials were similar to a study conducted by NWASCO (2010) which showed that, 94 per cent of water samples collected in urban areas was in compliance with drinking water standards in 2010.

Consequently, to establish why the majority of marketeers felt that water supplied to Luburma market was not sufficient and safe for drinking, an interview with the Council Official from the Department of Housing and Social Services at LCC indicated that most infrastructure in Council run markets had not been rehabilitated for a very long time, hence there was loss and contamination of water due to linkages of water pipes (Interview, 18 September, 2019). This concern was also echoed by the Council Official from the Department of Engineering who narrated that:

water pipes in most council run markets including Luburma market had out lived their usefulness, hence the need to have them replaced as they contributed to loss and contamination of water supplied to markets. For example, it was noted that underground water pipes at Luburma market were laid more than a decade ago but very little had been done to replace them.

Thus, a lot of water was being lost underground due to leakages, (Interview, 18 October, 2019)

Furthermore, it should be stated that this was one of the biggest challenges faced by the LWSC in its quest to supply markets with sufficient quantity of water. This was also an observation made by Ndongwe (2013) that most of the water infrastructure in Lusaka City is over forty (40) years old and this has resulted into reduced supply of water due to underground water loss.

6.4 Drainage Systems at Luburma Market

The previous sections in this chapter have shown that for markets to function properly, they should have toilets and be supplied with adequate water. Waste water in a market has to be drained out as failure to do so may result in disease outbreaks. This, therefore, requires good drainage system in markets. Most drainage systems in markets run by LCC are in a deplorable state, except for a few markets such as Luburma market. In this section focus is on the management of drainages at Luburma market.

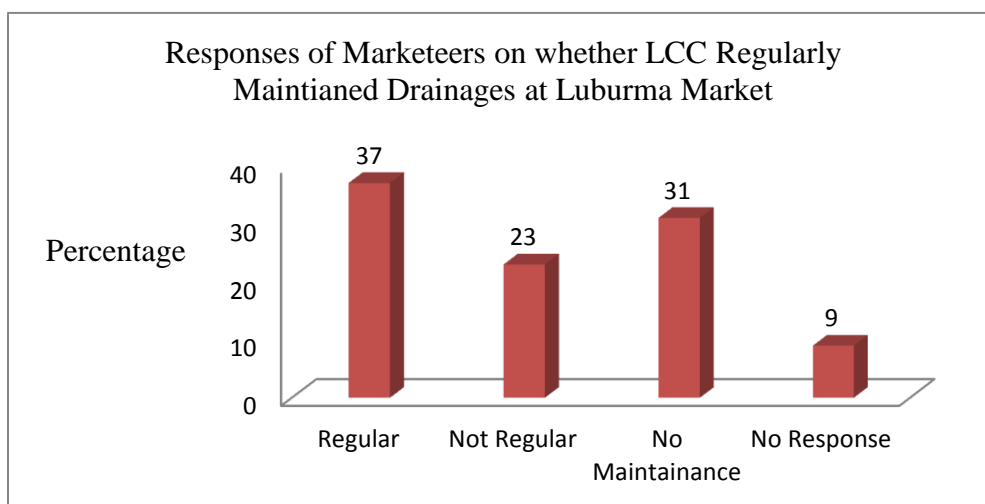
Management of drainage systems in markets is the responsibility of the markets unit which falls under the Department of Housing and Social Services at the LCC. The unit works hand-in-hand with the Department of Engineering Services to ensure that drainage systems are properly managed. According to the Council Official from the Department of Housing and Social Services, the council has a deliberate programme on maintenance of drainages in markets within Lusaka (Interview with Council Official from the Department of Housing and Social Services at LCC on 17 September 2019). The LCC uses general workers stationed in markets to clean up the drainage system before and after the rain season. For example at Luburma market, 12 general workers stationed there are used to clean up drainage systems within and outside Luburma market. The Council Official from the Department of Engineering also echoed on the drainage maintenance programme when he stated that:

The LCC had a regular maintenance programme on drainages in markets and that unblocking of drainage systems was usually done before and after the rain season (Interview, 17 September 2019)

The above revelation was confirmed by responses obtained from other officials at the LCC who were asked to state if LCC had a regular maintenance programme on drainage systems in markets. All the interviewed officials said that LCC had such systems.

As already established, the LCC has a programme on drainage maintenance and as revealed by the Market Official, the programme usually starts before and after the rain season. This researcher also asked marketeers to give their views on whether or not LCC regularly maintained drainage systems at Luburma market. Marketeers from both parts of the market expressed different views when asked similar questions. Out of the marketeers interviewed from the part of the market under the management of the LCC, 37 per cent said that the LCC regularly maintained drainage systems at Luburma market. 23 per cent said that there was no regular maintenance programme. 31 percent said that the council had no maintenance programme, while 9 per cent did not respond to the question. This information is presented in figure 6.4.1 below.

Figure 6.4.1: Responses of Marketeers from part of the Market under the Management of LCC on whether LCC Regularly Maintained Drainages at Luburma Market

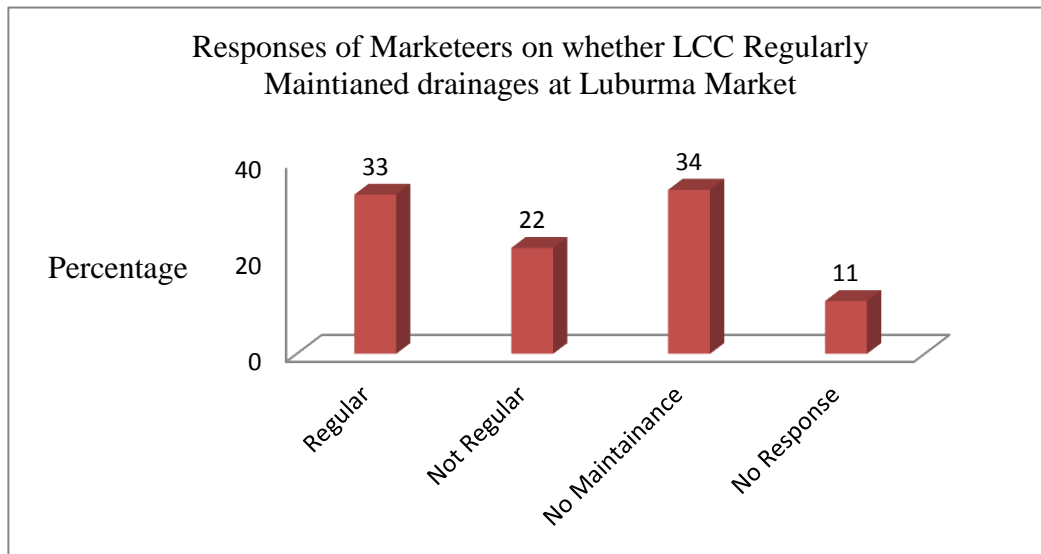


Source: Field data 2020

Whereas when it came to the part of the market under the management of China Hainan, results were similar to those obtained from the part of the market under LCC where 33 per cent indicated that the LCC regularly maintained drainage systems. 22 per cent said that there was

lack of a regular maintenance programme. 34 per cent said that there was no maintenance programme, while 11 per cent did not respond to the question. This information is presented in figure 6.4.2

Figure 6.4.2: Responses of Marketeers from the part of the Market under the Management of China Hainan on whether LCC Regularly Maintained Drainages at Luburma Market



Source: Field data 2020

To interpret the findings, the research results show that marketeers from both parts of the market seemed to have been divided on the issue of drainage maintenance programme probably because LCC rarely maintained drainage systems despite having a maintenance programme in place. This was further verified by the presence of trash and blockages on the main drainage system between Luburma market and Independence Avenue, (see appendix C 3).

Though data collected from the sampled marketeers on the maintenance of drainage systems showed different views, it should be stated that if a comparison was to be made between Luburma and other markets managed by the LCC, it is easier to notice that Luburma market had drainage systems which were better managed than other markets. Additionally, this researcher observed that the drainage system inside Luburma market was stone patched. This was echoed by the Market Official who narrated that:

Luburma market had a good inner stone patched drainage system which was easier to clean. It had not been difficult to regularly maintain the drainage system at the market owing to the good state in which it was (Interview, 4 March, 2020).

It was because of the above reason that on average, 32 per cent of the interviewed marketeers from both parts of the market were of the view that the LCC regularly maintained the drainage systems at Luburma market. While an average of 13 percent of sampled marketeers said that there was no regular maintenance of drainage systems.

6.5 Management of Fire Services at Luburma Market

This section focuses on how LCC has been managing fire services at Luburma Market. The section will show the types of fire equipment possessed by Lusaka Fire Brigade which is a unit under the Engineering Department of the LCC. The Chapter also presents the views of marketeers on how Lusaka Fire Brigade has executed its mandate of managing fire outbreaks at Luburma market.

Management of fire outbreaks in markets is the responsibility of Lusaka Fire Brigade which, as earlier mentioned, is a unit under LCC. This unit works together with the Department of Housing and Social Services of the LCC to manage fire outbreaks in markets.

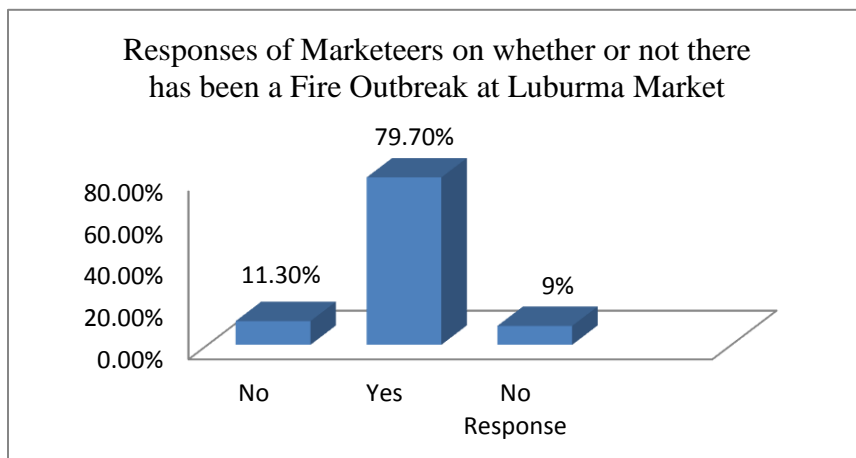
In its 2019 work plan, the Department of Housing and Social Services at the LCC set aside K50,000.00 to enable it effectively quench fire out breaks in LCC run markets by conducting drill training in markets, as well as procurement of fire extinguishers for markets. It was, however, revealed by the Council Official from the Department of Housing and Social Services that the drills training, as well as the procurement of fire extinguishers had not been done at the time of this study (Interview with the Council Official from the Department of Housing and Social Services at LCC on 18 September 2019). In addition to the fire drills training, the LCC, working together with the MAC, had issued a directive to all marketeers not to sleep and cook from markets. Restaurant owners had been allowed to continue with their businesses but were cautioned not to leave fire on braziers in the evenings when they knocked off.

Despite taking the above measures, a number of fire outbreaks have been reported at Lusaka Fire Brigade. For example, the 2013 Annual report of Lusaka fire Brigade showed that, out of 483 fire occurrences in the City of Lusaka, a total of 42 took place in various markets of the City of Lusaka. Among the markets affected by fire outbreaks in the City of Lusaka in 2013 included the following: Old Soweto, Matero, Chifundo, Buseko, Sekerera, Kulima Tower, Kazimai, City market, Mtendere, Kalingalinga, Kabwata to mention but a few (Lusaka Fire Brigade, Annual Report:2013). Thus, it was evident that, there were some markets in Lusaka which had experienced fire outbreaks and Luburma market was a very good example of such a market. The Market Official for Luburma Market narrated that:

Luburma market had experienced a fire outbreak on 18th April 2017 where 120 shops were burnt to ashes, destroying goods worth millions of kwacha. The fire whose cause LCC failed to establish swept through the shops and left some in a shell as owners watched helplessly (Interview, 17 September 2019).

As shown in the figure 6.5.1 below, most of the interviewed marketeers (79.7 per cent) from the part of the market under the management of China Hainan said that there has been fire outbreak at Luburma market. 11.3 per cent of the marketeers interviewed at the market said that they had been no fire outbreaks, while 9 per cent decided to remain silent.

Figure 6.5.1: Responses of Marketeers with shops under the Management of China Hainan on whether Luburma Market has experienced a Fire Outbreak before

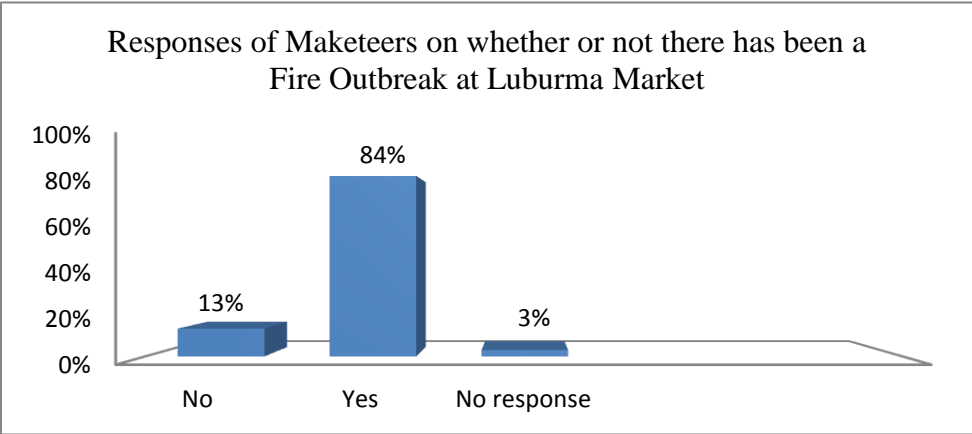


Source: Field data 2020

In as much as 79.7 per cent of marketeers with shops under the management of China Hainan said that Luburma market has experienced a fire outbreak before, it is important to mention that when the fire broke out, the affected area was the part under the management of the LCC. It was assumed that the affected part had too many tiny shops turned into restaurants which were squeezed in one place. As such, it was easier for the fire to break out from this part of the market due to possibilities of some restaurants leaving braziers burning.

With regards to the part of the market under the management of the LCC, when marketeers were asked whether or not Luburma market has experienced a fire outbreak before, the results were similar to their counterparts with shops under the management of China Hainan, where the majority of the marketeers (84 per cent) said that there has been fire outbreak at Luburma market. 13 per cent said that the market has never experienced a fire outbreak before. Probably these marketeers could have been new at the market, as such they have never experienced any fire outbreak ever since they started renting shops at Luburma market. While 3 percent of the marketeers decided to remain silent regarding the question. These findings are shown in the figure below.

Figure 6.5.2: Responses of Marketeers with shops under the Management of LCC on whether Luburma Market has experienced a Fire Outbreak before



Source: Field data 2020

Despite having some responses from marketeers that Luburma market has never experienced any fire outbreak, the Diary Mail dated 18 April 2017 reported a fire outbreak which started in one of the shops around 18:00 hours on Sunday and soon raged, affecting 120 shops and was only doused by mid-morning the following day. Owners of the shops were seen sifting the debris and getting whatever had remained of their various items that survived the fire (Zambia Daily Mail, 18 April 2017).

It was further reported that many markets in Lusaka, including Luburma market, were becoming prone to fire outbreaks and that in many instances fire fighters had failed to put out the fire as water usually runs out from the tankers, leaving firefighters watching the inferno helplessly until it reduces the burning property to ashes (Zambia Daily Mail, 18 April 2017). It is as a result of the said fire outbreaks that prompted the MAC at Luburma market to embark on a project of constructing concrete block-made and metal structures stalls as preventive measures against fire. It was further revealed by the Fire Official at Lusaka Fire Brigade unit of the LCC that:

Some markets in Lusaka have been constructed using fire resistant materials like concrete blocks and this had helped to prevent fire outbreaks in these markets. Luburma market is a case in point (Interview, 31 March, 2020).

It was also observed that, although the LCC had offices for the fire brigade at Luburma market, most of these offices were not equipped with firefighting facilities such as fire extinguishers. However, Luburma market had fire hydrants and a modern structure which could allow fire tenders to have access to most shops at the market under the management of China Hainan, though this was not the case with shops under the management of the LCC. To therefore overcome this obstacle concerning shops under the management of the LCC, the Council Official from the Department of Housing and Social services at the LCC said that one of the objectives in the 2019 work plan was to train marketeers and the general workers employed by the LCC on how best to use fire extinguishers in case there was a fire outbreak at the market where fire tenders cannot have easy passage. This had not been done at the time of this study.

It should be stated that failure to have fire extinguishers in markets had resulted in a situation where marketeers used other means to save market property in case of a fire outbreak. For example, when there was a fire outbreak in April 2017 at Luburma market, it was revealed by 21

per cent of marketeers interviewed at the part of the market under the management of the LCC that they used buckets of water and sand to extinguish the fire, 64 per cent of marketeers interviewed said that the Lusaka Fire Brigade came to put out the fire. While 15 percent decided not to give an answer.

It should be stated that, the Fire Brigade unit of the LCC also faces the challenge of not having enough firefighting equipment to quench fire outbreaks in markets. According to the Times of Zambia dated 8 July 2013, the equipment which fire brigades have is not even sufficient to cool off the smoke from a raging inferno, even if firefighters drove there. For this reason, much of the fire which started slowly rapidly spreads thereby affecting other parts of the infrastructure. It was also noted by the market master that in most cases the Fire Brigade unit in Lusaka fails to respond promptly to calamities such as infernos because of inadequate preparations on their part, (that is to say that the Fire Brigade tends to start getting organized for a fire outbreak once called upon by members of the community) (Interview with the Market Official on 17 September 2019)

On the contrary, as the researcher observed, fire tenders at Lusaka Fire Brigade are always ready for fire outbreaks. This was also echoed by the Fire Official when he stated that:

Fire tenders are always loaded with water because it is not known when fire would break out in markets or anywhere else (Interview, 30 March, 2020).

This study, however, establishes that non-adherence to fire safety instructions by marketeers is another cause leading to fire outbreaks at Luburma market. It was revealed by the Council Official from the Department of Housing and Social Services that most marketeers did not adhere to fire safety instructions such as not leaving blazing charcoal braziers in the market when knocking off, sleeping and cooking from markets especially at night. This had resulted in fire outbreaks in most markets run by LCC

6.6 Conclusion

The chapter has identified a system of garbage management used by Waste Management Unit (WMU) of the LCC to manage garbage at Luburma market. The LCC uses Community Based Enterprises (CBEs), as well as council general workers to manage garbage at Luburma market.

However, this chapter has shown that though the LCC had a system of managing garbage, the Council had continued grappling with the problem of uncollected garbage. Garbage from the secondary garbage collection point was rarely collected on time. This study has also revealed that regardless of the existence of garbage management system, the two CBEs engaged had no schedule as to when garbage was supposed to be collected at Luburma market and this had contributed to the delay in the collection of garbage from the secondary collection point.

This study has established that, the extent to which the LCC provides toilet facilities at Luburma market was questionable. Luburma market is a modern market built under a PPP with adequate but not enough toilets. Despite this fact, the quality of toilet facilities at Luburma market was gradually deteriorating where some toilets did not have toilet covers as they had been broken and the council had not replaced them. Similar observations were made in the shower rooms at the market where certain parts were not effectively functioning. Furthermore, it can be stated that, despite the existence of a modern market furnished with flushing toilets which can easily be managed, the council has had difficulties managing toilets at Luburma market.

With regards to water supply to markets, this study has revealed that Luburma market was supplied with sufficient quantities of water and probably this was because the market was still modern. Though this was the case, some water taps were not functioning. This could be attributed to poor management of the market as broken water taps were not being replaced. The study notes that, the installation of few water points and lack of additional sources of water at the market (such as boholes) imply that the LCC had not done enough to ensure water was constantly supplied to the market.

In terms of drainage systems, the chapter notes that Luburma market had an inner market drainage system which was properly constructed, concrete patched but not covered with drainage covers. The drainage surrounding the market was, however small, thus making the flow of water very difficult. What this entails was that though the market has a properly constructed drainage system inside it, it was very difficult for water to leave the market. Furthermore, the chapter concludes that the LCC through its Markets Unit which is a section under the department of Housing and Social Services, had a maintenance and cleaning programme in place to ensure that

drainage systems were well maintained and cleaned before and after the rain season. Except that this was not done often.

With regards to the management of fire outbreaks at Luburma market, this study has shown that the Lusaka Fire Brigade section is faced with numerous constraints which have had a negative effect on how fire outbreaks are managed and prevented in markets. These constraints include the following: vandalism of fire hydrants in markets, poor budget support from cooperating partners such as the government and inadequate fire tenders. It has also been revealed that the four (4) fire tenders are always ready for any fire outbreak but the problem has been easy access and passage to areas which might be affected by the fire. Additionally, the study notes that Luburma market had no fire hydrants where the fire tenders can draw water from. All these problems compounded, have resulted in poor management of fire outbreaks at Luburma market.

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CHAPTER SEVEN

CONSTRAINTS FACED BY LUSAKA CITY COUNCIL IN THE DELIVERY OF SERVICES AT LUBURMA MARKET

7.0 Introduction

Despite Lusaka City Council (LCC) collecting daily revenue from markets, delivery of services to markets has not been adequate (Kanchela and LaFleur, 2001). The LCC has been criticized for failing to adequately provide services to markets which may be attributed to poor revenue collection. These services include garbage management, water reticulation, maintenance of drainage systems, provision of decent toilets and management of fire outbreaks. To have an insight as to why the LCC finds it difficult to deliver the said services, this chapter will discuss constraints faced by the LCC in its quest to effectively provide services to Luburma market. To achieve this objective, the chapter is divided into five sections including this introduction.

The second section focuses on constraints related to toilets, supply of water and drainage systems. Provision of toilets, supply of water and maintenance of drainage systems will be discussed as a unit, under one section. This is because the three are connected. Henceforth, related to the issues of toilet facilities and water is the need to ensure that water leaves the market. For this to occur, effective management of drainage systems is necessary. Failure of waste water to leave the market may lead to outbreak of diarrhea diseases such as cholera and dysentery. Thus, the importance of a good drainage system in a market cannot be over-emphasized. It is, therefore, the aim of the second section to examine the constraints faced by the LCC in ensuring that toilets are effectively managed, water is supplied and that drainage systems are managed effectively at Luburma market.

The third section in this chapter discusses constraints faced by the LCC in managing garbage from Luburma market. Since management of garbage is financed directly from the levies collected from marketeers, this section will, therefore, show some of the problems encountered by the LCC in the process of collecting levies at Luburma market. The fourth section focuses on constraints faced when providing fire services. The chapter proceeds by discussing constraints

which marketeers identified that were affecting the LCC. The chapter now discusses constraints related to toilets, water supply and drainage maintenance.

7.1. Constraints Faced by the LCC in Managing Drainage Systems, Toilet Facilities and Supply of Water to Luburma Market

Chapter six of this study has shown how the LCC has been managing drainage systems, toilets and ensuring that water is supplied to Luburma market. This section focuses on the constraints faced by the LCC in its quest to effectively provide toilet facilities, water supply and maintenance of drainage systems. There are a number of constraints faced by LCC. Among them are: vandalism, poor revenue collection and deteriorating infrastructure.

Vandalism of ablution blocks and water taps at Luburma market was spotted as the major problem in so far as provision of toilet facilities and supply of water was concerned. This was also the concern raised by the Manager Markets, Market Master and the Market Chairperson. According to the Assistant Markets Manager-Finance at the LCC, rehabilitated ablution blocks were usually vandalized in a space of two (2) or three (3) weeks (Interview with the Assistant Manager-Finance at Lusaka City Council on 4 March 2020). Poor supply of water to Luburma market was also attributed to vandalism of most water infrastructure. In the case of Luburma market, though the market was supplied with water, the Market Official stated that:

Most of the water infrastructure at the market had been vandalized. The market had over 20 water taps when it was belt, but this is not the case. Most of the water taps have been vandalized by members of the public and if this trend continued, it might result in a situation where the market would be poorly supplied with water (Interview, 17 September 2019).

Poor revenue collection was also identified as a hindrance factor in the provision of quality toilet services at Luburma market. It was for this reason that the Council Official from the Department of Housing and Social Services stated that:

One of the objectives of the council with regards to the management of markets was to improve revenue collection in markets which were under the control of the Council (Interview, 17 September 2019).

To achieve the above objective as revealed by the Council Official, unoccupied stands were being repossessed and relocated to new owners; the revenue collection system was being computerized whilst shops were being physically numbered. It was further revealed by the Council Official from the Department of Housing and Social Services that K125, 000.00 was spent on this process. The Council's Annual Report (2017) also showed that 456 defaulters from all markets were identified. These were marketeers who had not been paying levy to the LCC. The report further showed that a total of 4,250 stands/shops were physically numbered. It was further revealed that some shops at Luburma market, more especially those under the LCC which were self-belt, had dilapidated infrastructure, thereby making it difficult to know the exact number of shops (Lusaka City Council Annual Report:2017).

As already indicated, poor revenue collection at Luburma market has had a negative effect on the council's capacity to deliver services to the market. This had also resulted in delays in procurement of cleaning materials as revealed by the Assistant Markets Manager-Finance at the Markets Unit of the Council, (Interview with the Assistant Markets manager in charge of finance on 4 March 2020). Contrary to the views of the Assistant Markets Managers, results obtained show that LCC collected 90 per cent of revenue at Luburma market. All the interviewed marketeers (100 per cent) from both parts of the market indicated that they were in adherence with payments of shop levies to the LCC. In fact, 100 per cent of those with shops under the management of China Hainan indicated that, on top of the various levies, they also paid for a trading license, amounting to K1500 annually.

Infrastructural constraints were also identified as major factors restraining the LCC from providing quality services to Luburma market. According to G. Ndongwe (Water and sanitation service delivery in Lusaka: Challenges and Future outlook: 2013), most of the water infrastructure in Lusaka City is over forty (40) years old and this has resulted into reduced supply of water due to underground water loss. The problem of dilapidated infrastructure was also echoed by Banda (2010:45), who argues that "all the commercial utilities in Zambia have failed to reduce unaccounted for water. The reason for this was that, the water infrastructure for most utilities was dilapidated." It is estimated that 55 per cent of Lusaka's water is unaccounted for and it is for this reason that LWSC loses daily revenue of US\$ 45, 000. The problem had been

exacerbated by limited investment into the sector. With regards to Luburma market, the Market Official stated that:

The market had a modern structure, however, the problem of underground water losses came in during transit from the main grid of LWSC to Luburma market which was in a deplorable sate and over 40 years (Interview, 17 September, 2019)

The above revelation by the Market Official shows that the infrastructure in most markets run by the council is dilapidated. This researcher observed that Luburma market's high quality infrastructure was subsequently deteriorating. Worse still the market had no provision to expand the existing inner drainage which was proving to be small to accommodate water inside the market, especially during rainy season. This had resulted in water remaining stagnant inside the market. This was also the concern raised by the Market Chairperson and Market Official that, after a heavy down pour of rains, water mostly remained stagnant inside the market for a while.

Another constraint in improving drainage systems at Luburma market had to do with street vending. According to the Council Official from the Engineering Department, street vending was another problem identified as an impediment to improving the drainage system at Luburma market. Street vendors do not choose where to sale their merchandise from. For example, this study reveals that at Luburma market, street vendors have been selling on top of the outer drainage system surrounding the market. Some have even belt on top of the drainage system and this has been a challenge on the part of the council who have to regularly maintain the drainage system (Interview with the Council Official from the Department of Engineer, 27 September 2019). Similar observations were made at nearby shops which surround and share the same drainage system with Luburma market where street vendors were trading. It was, therefore, easy to understand why there had been blockages of the market drainage because garbage was easily thrown into the drainage system.

Lack of adequate manpower was identified by 73 per cent of marketeers from both parts of the market as one of the constraints faced by the LCC when managing drainage system at Luburma market. However, the statement that the council does not have enough general workers to

manage drainage systems at Luburma market was dismissed by the Senior Administrative Officer of the Department of Housing and Social Services who stated that:

The Council had employed enough general workers to manage drainage systems at Luburma and other markets in the city. Equally, the council had employed enough general workers and cashiers to execute council duties at Luburma and other markets, (Interview, 17 September, 2019).

The above revelation by the Senior Administrative Officer for the Department of Housing and Social Services is shown in table 7.1.1 below. The table shows that the positions of cashiers, market levy collectors and general workers were all filled at the time of this study. With regards to general workers, the council had employed 20 more general workers than the required number. It can, therefore, be stated that, the issue of lack of adequate manpower has not really been a factor in so far as drainage maintenance was concerned in markets.

Table 7.1.1: Staff Establishment of the Markets under Lusaka City Council

Section	Establishment	Actual	Vacant	Remarks
Markets Unit				
Markets Manager	1	1	0	
Assistant Markets Manager (Administration)	1	1	0	
Assistant Markets Manager (Finance)	1	1	1	
Market Master	25	17	8	
Chief Cashier	1	1	0	
Cashier	10	10	0	
Accounts Officer	3	3	0	
Market Levy Collector	54	54	0	
General Workers	96	100	4	

(Source: Lusaka City Council Annual Report: 2017)

Although the table above confirms the views of the Senior Administrative Officer for the Department of Housing and Social Services that the council had employed enough general workers to manage drainage systems at Luburma and other markets in the city, doubt still remains whether these workers were deployed or placed in their supposed positions, more especially that 73 per cent of marketeers felt that this was the major constraint faced by the LCC at Luburma market. Following this realization, efforts were made to find out if all general workers usually report for work on a daily basis and an interview with the market Chairperson indicated that there was poor supervision of general workers at Luburma market by the LCC. As such, workers would shy away from work without proper cause to do so, (Interview with the Market Chairperson on 1 April 2021).

7.2 Constraints faced by Lusaka City Council when Managing Garbage at Luburma Market

Chapter six of this study has shown different views expressed by marketeers with regards to the performance of the LCC and subsequently the two sub-contracted CBEs in the area of garbage management at Luburma market. This study has already established that garbage management begins from the primary then to the secondary garbage collection points.

As stated earlier in this chapter, the aim of this section is to show the main constraints faced by the LCC when providing garbage management services at Luburma market. There are a number of constraints faced by the LCC and the two CBEs sub-contracted when it comes to garbage management. Since the two CBEs are directly contracted to manage garbage at Luburma market, this section, therefore, focus more on the constraints faced by the two organizations.

The first constraint is in relation to poor collection of the market levy. This has had a negative effect on the management of garbage at Luburma market. It was revealed by the Market Official for Luburma market that:

The LCC collected about K46, 200.00 per month in form of market levy. 40 per cent of the collected amount was deposited into a central account managed by the LCC, while 60 per cent was retained by the MAC (Interview, 17 September, 2019).

The Assistant Markets Manager in charge of Finance at LCC also confirmed that 60 per cent of the market levy was retained by Market Advisory Committees for the management of the market (Interview with the Assistant Markets Manager-Finance at LCC on 4 March 2020). The Market Official at Luburma market revealed that the collected market levy was used to pay for “electricity, waste management, cleaning materials and the market lighting system, just to mention a few”. This money was also used for payments of garbage management. An attempt was made to establish whether or not marketeers at Luburma market paid market levy to the council. It was noted that all the marketeers (100 per cent) interviewed from both parts of Luburma market said that on a monthly basis, they paid market levy to LCC. According to the Market Official, Part of this money was used to pay the two CBE so that they could collect garbage from the secondary collection point and dump to the final dumping site. On the contrary poor collection of the market levy was as a result of poor service delivery on the part of the service provider. Therefore, marketeers were of the view that it was pointless to pay for a service which was not being provided. This researcher also observed that Luburma market had piles of garbage at the secondary collection point, as well as litter around the market, (see appendix C 2)

Following the response of marketeers which indicated total payment of market levy, it was important to find out the reasons behind poor collection of the market levy at Luburma market. This researcher was of the view that the existence of political parties could have contributed to the problem, but as explained below this was not the reason behind poor collection of market levies. As already stated, garbage was not collected on schedule from the secondary garbage collection points and this could be the reason for poor collection of market levies at Luburma market, as some marketeers felt it was pointless to pay for services which were poorly provided.

Another constraint faced by the LCC in general (Waste Management Unit) and the two CBEs in particular when it came to garbage collection was lack of fuel for the trucks and other vehicles involved in the transportation of garbage from the secondary garbage collection points to the final dumping site which is Chingwere landfill. This was a concern raised by the Market Official at Luburma market. He claimed that:

Delay in collecting garbage from the secondary collection points was partly due to unavailability of trucks and other vehicles. LCC, lacked financial capacity to

procure adequate fuel for its trucks and pay CBEs on time. This had adversely affected garbage collection at Luburma market (Interview, 17 September 2019).

The above revelation by the Market Master imply that, even if Luburma market was paying or subscribing to Waste Management Unit for garbage collection, the money was not enough to adequately assist in garbage collection and subsequently for the council to supplement the efforts of the two CBEs in case of an emergency.

It was also revealed by the Assistant Markets Manager in-charge of Finance that the volume of garbage at Luburma market was not only accumulated by market users, but also by residents of Lusaka who had a tendency of dumping garbage outside markets or secondary garbage collection points, (that is to say those points outside the markets where skip bins are located), (Interview with the Assistant Markets Manager-Finance at LCC on 4 March 2020). The tendency by nearby residents of dumping garbage in markets increased the financial burden of the council. As a result of this, it became very costly on the part of Waste Management Unit to effectively manage market garbage. This was also a concern raised by the Chairperson for Luburma MAC when he stated that:

Some people who were not marketeers at Luburma market had the tendency of throwing garbage at market places or the secondary garbage collection point where skip bins were located. Some of these people came as far as Madras residential area and Sikanzwe police camp just to dump garbage at the market dumping site (Interview, 17 September, 2019).

The above concern was also echoed by the Assistant Markets Manager-Finance at the LCC who said that 75 per cent of garbage found at the secondary garbage collection point was generated by residents surrounding the market. The council official said that the skip bins in markets got full within a day due to the fact that non marketeers dumped garbage at these sites.

Furthermore, it was not only residents who had a tendency of dumping garbage by the market skip bins or secondary garbage collection point but this tendency was also seen in respect of private companies that had signed contracts with the Council to collect garbage from other markets and transport it to Chingwere landfill. According to the Senior Administrative Officer

for the Department of Housing and Social Services at the LCC, once private companies had collected garbage from houses or residents, they were supposed to transport the garbage to Chingwere landfill. On the contrary, these companies had a tendency of dumping garbage at the market dumping site or secondary garbage collection point. This increased the financial burden of the council, as it had to find means of transporting this garbage which was supposed to be dumped at Chingwere.

Furthermore, it was also observed that the council lacked adequate wheelie bins which ideally are supposed to be placed inside the market to serve as primary garbage collection points. Despite the fact that the council had placed some wheelie bins, it seemed as if they were too few to cater for the entire market. The Market Master for Luburma market also stated that:

They had requested for wheelie bins from Waste Management Unit but nothing had been done to ensure that the market was provided with wheelie bins (interview, 17 September, 2019)

The above was also revealed by the majority of marketeers (73 per cent from both parts of the market) interviewed that, the market had no enough wheelie bins and it was for this reason that market users had resorted to indiscriminate means of garbage disposal at the market. Only 23 per cent of marketeers interviewed said that the market had wheelie bins. The Market Chairperson for the MAC also echoed the same call for more wheelie bins to be placed inside the market.

7.3 Constraints Faced by LCC when Managing Fire Services at Luburma Market

There are a number of problems faced by the Lusaka Fire Brigade section when it comes to managing fire outbreaks in markets. Among others are the following which came out prominently in this study:

Firstly, it was revealed that Lusaka Fire Brigade section does not have enough fire tenders to cater for all the markets in the 33 wards which are under the jurisdiction of the LCC. This is also a concern raised by the Assistant Markets Manager in charge of Finance. This concern was further echoed by the Market Master for Luburma market and the Deputy Chief Fire Officer who were also of the view that fire tenders were inadequate. At the time of this study, it was revealed by the Fire Official that:

The council had a total of 4 fire tenders that is 2 new ones which had just been bought and 2 old ones. These were not enough more especially that they also had to cater for other 32 markets in the wards of Lusaka. The Fire Chief further said that, the Lusaka Fire Brigade unit can only operate effectively if it had 10-15 fire tenders but that it was very difficult to procure them because fire tenders are very expensive where one fire tender could cost about K3, 000, 000. 00. (Interview, 31 March, 2020).

Going by the estimated price of one fire tender by the Fire Official, an argument can be made that, the high cost of fire tenders had made it very difficult for the LCC to have more fire tenders at Lusaka Fire Brigade section, more especially that, councils according to Lolojih (2008) face financial problems.

Another constraint faced by LCC when managing fire outbreaks at Luburma market had to do with vandalism of fire hydrants. It was revealed by the Assistant Markets Manager-Finance that vandalism of installed fire hydrants in markets such as Luburma acted as a draw back on the part of the council in so far as management of fire outbreaks was concerned (Interview with the Assistant Markets Manager-Finance on 4 March 2020). This was also an observation made by the Deputy Director for the Department of Housing and Social Services who, was of the view that:

Most of the fire hydrants which were installed at Luburma market are no longer there as they have been vandalized (Interview, 17 September 2019).

At the time this study was being conducted, it was revealed that more than half the fire hydrants had been vandalized and it was even difficult to locate where the hydrants had been installed.

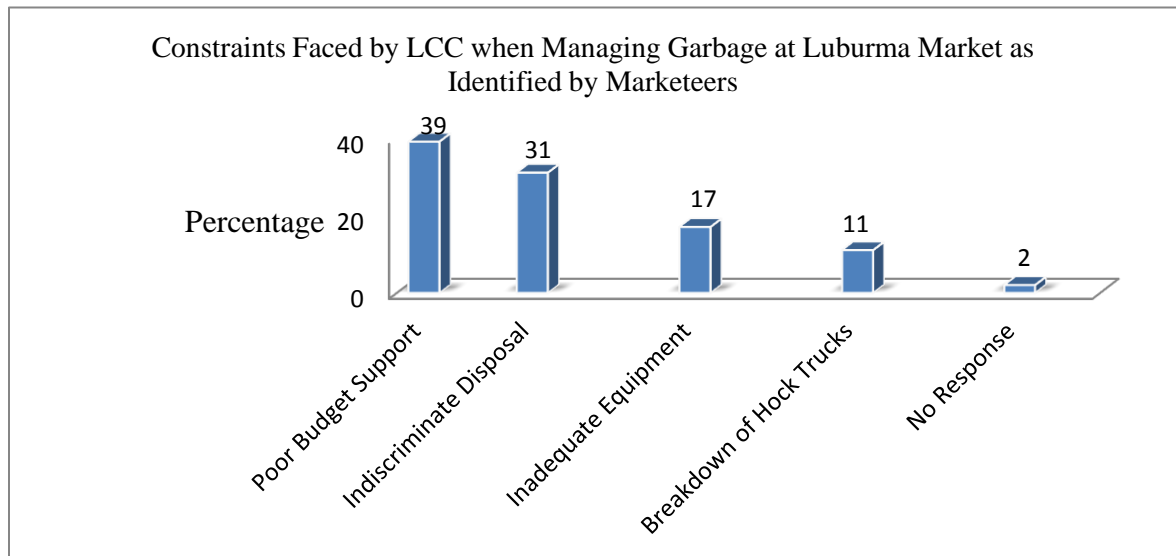
Poor budget support was also identified as having a negative effect on the council's capacity to manage fire outbreaks, not only at Luburma, but in other markets of Lusaka. According to the Chief Fire Officer for Lusaka Fire Brigade, the council's budget had not been adequately supported by concerned stakeholders, especially central government. As a result, it had been difficult for the LCC to effectively conduct fire drills in markets so that marketeers were

adequately equipped with the necessary knowledge of managing fire outbreaks. This was a concern raised by Lolojih (2008) when he disclosed that central government on many occasions does not honor its obligations in terms of paying the level of government support which the council had been advised to include in their budget estimates. It was noted that the council either receives an amount far less than what was promised or does not receive anything at all. According to Lolojih (2008) in 1995, central government's promised budget support to LCC was K1.5 billion but the council only received K1,022,271,000, while in 2001 the Council received K600,000,000 instead of the promised K3.5 billion. In 2004 the council received budgetary support of K62, 667,000 instead of the original K3, 962,602,000. Thus, it can be noted that poor budgetary support has serious repercussions on the operations of the council. This has hindered it from effectively managing fire outbreaks from markets.

7.4 Constraints Facing LCC which Were Identified by Marketeers

Taking the position that services provided by the LCC at Luburma market are supposed to first and foremost be beneficial to marketeers, the research sought to inquire on what they thought were some of the challenges the LCC was facing in its quest to provide effective services at the market. Thus, when marketeers at Luburma market were asked to state what they thought were the main constraints faced by the LCC when managing garbage at Luburma market, 39 per cent of those with shops under the management of China Hainan identified poor budget support, especially from the central government as the main constraint faced by the council when managing garbage at Luburma market. 31 per cent said that indiscriminate disposal of garbage was the main constraint, 17 per cent said that inadequate trucks, equipment and fuel was the main constraint. 11 per cent said that the main constraint faced by the council when managing garbage had to do with the breakdown of hook trucks, while 2 per cent did not give any response to the question which was asked. This information is presented in figure 7.2.1

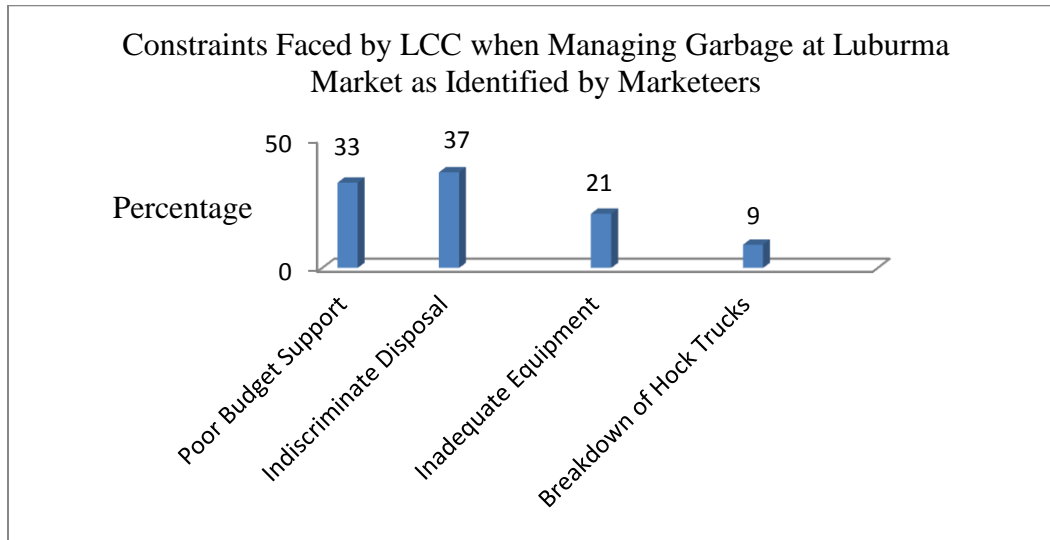
Figure 7.2.1 Responses of Marketeers with Shops under the Management of China Hainan on what they thought were the Main Constraints faced by LCC when Managing Garbage



Source: Field data 2020

With regards to the part of the market under the management of the LCC, when marketeers were asked to state what they thought were the main constraints faced by the LCC in the area of garbage management, 33 per cent attributed the constraints to poor budget support. 37 per cent were of the view that indiscriminate disposal of garbage was the main constraint. 21 per cent said that inadequate trucks, equipment and fuel were the main constraint. While 9 per cent said that the main constraint faced by the council had to do with the breakdown of hook trucks which were never repaired on time. This information is presented in figure 7.2.2.

Figure 7.2.2 Responses of Marketeers with Shops under the Management of LCC on what they thought Main Constraints faced by LCC when Managing Garbage at Luburma Market



Source: Field data 2020

As already established, poor budget support has affected the council's capacity to adequately deliver waste management services to markets. This concern was also emphasized in a report by the LCC and Environmental Council of Zambia (ECZ) (Lusaka City State of Environmental Outlook: 2008) which stated that limited financial capacity and inadequate trained human resource had made it difficult for the local authority to fulfill its obligations concerning waste management. This problem has been exacerbated by inadequate infrastructure and lack of recycling facilities. Historically, for the City of Lusaka, LCC delivered solid waste management services directly financed through normal municipal financing channels such as government grants and property rentals on council owned properties or property rates. From middle 1980s to early 1990s, financing of municipal services through these traditional means was no longer attainable. This was attributed mainly to declining national economy which saw a significant decline in government grants to local authorities, Lusaka inclusive. The situation was exacerbated by the sale of council owned housing stock which were one of the major sources of income for local authorities in form of rentals. Consequently, delivery of waste management services crumbled and was limited to sporadic collections at public trading places or in

emergency response during disease outbreaks, mainly cholera (Lusaka City State of Environmental Outlook: 2008).

7.5 Conclusion

This chapter has identified the major constraints leading to poor supply of water to Luburma market and among these problems, the following came out prominently: inadequate water points; leakages on underground water due to aged water pipes; and vandalism of water infrastructure at Luburma market. When it came to toilets, they were not enough. As such there was too much burden placed on the few toilet facilities. This resulted into toilets being damaged in the shortest period of time upon fixing or repairing them.

Luburma market had a better inner drainage system, while the outer drainage system was in a bad state. This study has identified the following as major impediments to improving the drainage system at Luburma market: lack of wheelie bins which had resulted into indiscriminate disposal of garbage; unplanned market structures; poor construction of existing drainages such as earth excavated drainages. In addition, street vending was also identified as another problem faced by the LCC when it came to management of drainage systems at Luburma market. This study has revealed that most vendors had a tendency of selling on top of the drainage system, especially if the drainage system had covers. Some had even built their stalls on top of drainages and this had hampered efforts by the council to adequately maintain drainage systems at Luburma Market.

With regards to the management of fire outbreaks at Luburma market, the study has shown that the Lusaka Fire Brigade section was faced with numerous constraints which have had a negative effect on the management of fire outbreaks. These constraints include the following: vandalism of fire hydrants, poor budget support from cooperating partners such as the central government and inadequate fire tenders. The study has also revealed that the 4 fire tenders were always ready for any fire outbreak. This was despite Luburma market having no fire hydrants where fire tenders could draw water from.

This study has also established constraints faced by the LCC when it comes to garbage management at Luburma market. Firstly, the two CBEs sub-contracted to manage garbage at the

market lacked financial capacity needed to procure adequate equipment and fuel for its vehicles. This was caused by delay in payments from the LCC. Secondly, this study has also established that the volume of garbage at Luburma market was not only accumulated by market users. The community surrounding the market had a tendency of not subscribing to the various waste management companies and thus resorted to dumping waste outside Luburma market or secondary garbage collection points. The third constraint faced by the two CBEs was that, they lacked adequate machinery in terms of trucks and compactors which were supposed to be used for garbage collection. Coming to the LCC, the Waste Management Unit did not have enough wheelie bins which were supposed to be used for primary garbage collection. This study, therefore, establishes that, the fact that there were no wheelie bins to be used for primary garbage collection, market users resorted to indiscriminate means of dumping garbage.

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CHAPTER EIGHT

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

8.0 Introduction

The purpose of this chapter is to present the conclusions and recommendations of the dissertation. In order to achieve its purpose, the chapter will begin by presenting the conclusions of the dissertation and end with recommendations.

8.1 Conclusions

The conclusions of this dissertation are presented in accordance with the objectives of the research.

8.1.1 Legal and Institutional Issues in the Luburma Market PPP

The first specific objective of the research was to analyze the legal and institutional context of the Luburma market PPP. The findings show that managerial responsibilities of the market was divided and shared between the LCC and China Hainan. Further, the chapter has shown that, the 2009 PPP policy sets out certain parameters which act as guidelines in the implementation of PPPs. These parameters include legal, regulatory and institutional frameworks. However, study shows that, the Luburma market PPP was implemented in 2001 before the enactment of the 2009 PPP policy in Zambia. As such, the implementation of the Luburma market PPP is based on the agreed contract charter.

8.1.2 Adherence to the Agreed Terms of Reference

The second objective was to examine the adherence of the Luburma market PPP to the agreed terms of reference. The findings show that, there were no communication strategies that were put in place as part of the day to day management of the market. Because of this, the majority of marketeers lacked information regarding the exact nature of the PPP, what their expectations as major stakeholders should be and that, this situation was made worse by lack of substantial effort to engage marketeers (major stakeholders) in the day to day management of the market. One of the reasons why there was poor dissemination of information and lack of substantial efforts to

engage stakeholder on the management of the Luburma market PPP was because the terms of reference were not strictly being adhered to. Among the terms of reference which were being adhered to, included: LCC's retain use of 432 stalls, administration office and ablution blocks; China Hainan's exclusive use of 121 shops and the rentals accruing thereof and the agreed concessional period which remained unchanged. However, the study notes that, there was failure to review the PPP after the elapse of 10 years of operation, as well as a lack of a maintenance programme in place to keep the premise in a repairable state.

8.1.3 Marketeers' Satisfaction with the Provision of Services at Luburma Market PPP

The third objective of the study was to examine marketeer's satisfaction with the provision of services at the Luburma market PPP. In regard to this objective, the findings show that, garbage at the secondary collection point was managed by two CBEs which were subcontracted by the LCC. In relation to the primary garbage collection point, the LCC had employed general workers to manage garbage. The findings also show that, although the LCC had a system of garbage management, the council had continued grappling with the problem of uncollected garbage.

Concerning toilet facilities, the findings of the study indicate that, toilet facilities were not enough to cater for all market users. The council had also failed to provide effective toilet services, as most of the toilets were characterized with damaged toilet covers, cisterns and toilet pans. With regards to water supply, the study has revealed that Luburma market was being supplied with sufficient quantities of water and this was because the market was still a modern one with new water and sanitation equipment. Though this was the case, the market lacked other alternative sources of water supply such as bohores. This implies that, any interruption of water supply from the main grid of LWSC meant lack of water at Luburma market.

In terms of drainage systems, Luburma market had an inner drainage system which was properly constructed, concrete patched but not covered with drainage covers. The drainage surrounding the market was however small thus making the flow of water very difficult. What this entails is that though the market had a properly constructed inside drainage system, it was very difficult for water to leave the market because there was poor floor of water caused by blockages on the outside drainage.

With regards to the management of fire outbreaks, the study findings show that the Lusaka Fire Brigade section was faced with numerous constraints which had a negative effect on the management of fire outbreaks in markets. These constraints include the following: vandalism of fire hydrants, poor budget support from cooperating partners such as the government and inadequate fire tenders.

8.1.4 Constraints faced by LCC in the Delivery of Services at Luburma Market

The fourth objective of the study was to examine the constraints faced by the LCC in the delivery of services at Luburma market. The findings show that: inadequate water points; leakages on underground water due to aged water pipes; and vandalism of infrastructure which included toilets, taps and fire hydrants were the main constraints faced by the LCC. The study also identified other constraints. These include: lack of wheelie bins which had resulted into indiscriminate disposal of garbage; unplanned market structures; poor construction of existing drainages such as the earth excavated drainages. In addition, street vending was also identified as another problem faced by LCC when it came to management of drainage systems at Luburma market. This was because most vendors had a tendency of selling on top of the drainage system especially if the drainage system had covers. Some had even belt their stalls on top of drainages and this had hampered efforts by the Council to adequately maintain drainages at Luburma.

8.2 Overall Conclusion

The general objective of the research was to analyze the implementation and management of the Luburma market PPP. From the study, two issues are coming out more prominent. The first issue is that the Luburma Market PPP was not yielding to the intended objectives. These objectives include; keeping the market in a repairable state, generation of income by the LCC and provision of a conducive trading environment. There is also the issue of poor security which resulted into the market infrastructure being vandalized more often than not. Additionally, failure to review the PPP after the elapse of the agreed 10 years and a lack of additional infrastructure despite the need for such, imply that the terms of reference are not strictly being adhered to.

The second issue that comes out is that, the LCC lacked the capacity to provide effective and efficient services at the market. The problems usually noted are in areas such as garbage

collection and disposal, water and sanitation, fire protection, inadequate and dirty market places. These issues are similar to arguments brought out by Chulu 2017; Phiri (2014); Kandondo and Muleya (2012); and Lololij (2008).

8.3 Recommendations

Following the above conclusions, the following are the recommendations to enhance the implementation and management of the Luburma market PPP. The recommendations have been split into two, namely policy and service delivery recommendations. Policy recommendations have been drawn from the first, second and the fifth objectives, while recommendations regarding service delivery have been drawn from the third and fourth objectives.

8.4 Policy Recommendations

8.4.1 Concessional Period of 20-30 Years

In general, concession period is the span of time granted by the government to the private sector within which the private sector is responsible for financing, construction and operation of a BOT project. Under a build-operate and transfer contract, an entity, usually a government, grants a concession to a private company to finance, build and operate a project for a recommended period of 20 to 30 years during which a profit would have been realized by the developers. This, therefore, implies that in a PPP, the concession period is crucial if a PPP is to create a win-win situation. It is for this reason that, the state through Zambia Development Agency, should ensure that future PPPs involving any government department or ministry bears a concessional period of 20-30 years.

8.4.2 Constant Review of the PPP Agreement

The Ministry of Local Government and Housing, through the LCC, should ensure that the Luburma market PPP and other PPPs it has signed must be regularly reviewed at agreed intervals. This will enable adherence to the terms of reference by the PPP cooperating parties. Furthermore, Performance Measurement and Incentives should be included during reviews as this would ensure that standards and specifications outlined in the original contract are adhered to and implemented.

Furthermore, the study recommends that key stakeholders (i.e LCC officials under the markets section and marketeers) should be engaged during the review process. This can be done through representation by the MACs or formulation of ad hoc committees specifically for this purpose.

8.4.3 Need for Renegotiation of the Luburma Market PPP

Following the declaration of a dispute against China Hainan, the Ministry of Local Government and Housing through LCC should ensure that the Luburma Market PPP be re-negotiated, more especially that it appears to favor China Hainan at the expense of the LCC and the State at large. As it has been shown in chapter six, it appears that the investors are not abiding by the agreed terms of reference. Furthermore, it also appears that the structures at the market are not durable enough to with stand the 65 years lease agreement. The assumption here is that after 65 years they would be a deplorable market to inherit from China Hainan that might be worse than the earlier demolished market before implantation of the PPP.

8.4.4 Need for Effective Communication

Owing to lack of information on the exact nature of the Luburma market PPP by the majority of marketeers and general public, the Ministry of Local Government and Housing through LCC should develop and create strategic communication as part of the day to day management of the market. The communication strategy should be able to lay out the benefits of the PPP project, challenges, opportunities arising from it and what direction the PPP is likely to take. Additionally, documented reports should be produced and provided to all intrested stakeholders for each phase of the PPP implementation

8.5. Recommendations Regarding Service Delivery

8.5.1 Garbage Management at Luburma Market

The study recommends that collection of garbage at Luburma market should be done frequently. In other words the council and the two CBEs should have a schedule on garbage collection and efforts should be made to collect garbage on the assigned days, unlike a situation where it is not known as to when garbage will be collected from Luburma market.

The study further recommends that more garbage collection points be established inside the market if indiscriminate disposal of garbage is to be reduced. As noted, market users tend to indiscriminately dispose garbage due to the non-availability of wheelie bins in some parts of Luburma market. Therefore, it is recommended that more wheelie bins be procured and placed inside each street of Luburma market. The study also recommends that when awarding contracts to CBEs, the number of trucks and compactors a CBE has should be considered as these are very important when it comes to garbage collection. This is because lack of adequate vehicles has had a negative effect on the operations of CBEs in so far as garbage collection is concerned.

8.5.2 Provision of Toilet Facilities at Luburma Market

The study recommends that additional toilets be constructed at Luburma market. The study further recommends that Lusaka City Council should ensure that water is supplied to toilets at Luburma market. Toilets should also be provided with necessary requisites such as soap for hand washing.

8.5.3 Water Supply to Luburma Market

The study recommends that more water points be established at Luburma market so that market users can have easy access to the commodity.

The study recommends that boreholes be constructed at the market to act as reservoirs in the event that Lusaka Water and Sewerage Company (LWSC) ration the commodity. The study further recommends that Lusaka City Council should engage LWSC so that regular inspections are conducted to check on water leakages, as this might result in reduced water loss through leakages.

8.5.4 Drainage Management at Luburma Market

The study recommends that more equipment for drainage management at Luburma market be procured. The study also recommends that street vendors be removed from the streets as they have contributed to throwing of litter in undesignated places, including drainage systems. The drainage system surrounding the market near Independence Avenue must be reconstructed and an outlet must be provided so that waste water is able to leave the market.

8.5.5 Fire Services' Management at Luburma Market

The study recommends that more fire stations be established, as this will ease the pressure faced by the Central Fire Station in managing fire outbreaks. Luburma market should, therefore, have its own fire station.

The study recommends that inspections must be conducted to ensure that shop owners have purchased fire extinguishers. Those defaulting should have their trading licenses revoked. The study recommends that the Lusaka Fire Brigade training school should be adequately funded and publicity of the existence of the school be done. This will result in more training of fire fighters. The study further recommends that fire drills be conducted amongst the marketeers in the market. This will enable marketeers to have first-hand information on how to manage fire outbreaks.

8.6 Area for Further Research

This study focused on the implementation of PPPs in the management of trading places using the Luburma Market Build Operate and Transfer agreement between LCC and China Hainan, as a case study. There is need for future research that will focus on markets constructed by the European Union under the Urban Markets Development Programme. Furthermore, comparatives can be made between markets managed through PPPs and those built by the European Union to ascertain which mode of development is more effective with favorable terms of reference.

There is also need for further research on trading places that are under PPPs where service provision and management is solely the responsibility of the private sector.

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APPENDICES

Appendix A 1: Interview guide for the Town Clark at Lusaka City Council.

Interview Guide

**THE UNIVERSITY OF ZAMBIA
SCHOOL OF HUMANITIES AND SOCIAL SCIENCES
DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES**

Dear Respondent,

My name is Arthur M. Simasiku and I am a Postgraduate student from the University of Zambia, Great East Road Main Campus. Am conducting a research on *“Implementation of Public Private Partnerships in the management and provision of services in trading places: The case of the Build Operate and Transfer contract between Lusaka City Council and China Hainan”*

The main aim of this study is to enable me, in part, to fulfill the requirements for the award of a Master’s Degree in Public Administration at the University of Zambia.

Please be informed that you have been selected to participate in this study by answering the questions that I shall ask you. Your cooperation will be greatly appreciated. Be rest assured that the information you will provide in this questionnaire will be treated with utmost confidentiality.

Instructions to the respondents:

1. Do not write your name on the questionnaire
2. Read the questions carefully before answering
3. Where boxes are provided, tick the relevant option []
4. Write your answers where space is provided.....

THANK YOU FOR YOUR TIME AND CO-OPERATION

Town Clark (Lusaka City Council)

1. What are the terms of reference surrounding the Public Private Partnership at Luburma market?
2. In your professional opinion, is there adherence to the terms of reference between the developers China Henan and Lusaka City Council? Please explain
3. Does Lusaka City Council work hand in hand with central government or other government departments to ensure that there is adherence to the terms of reference surrounding the Public Private Partnership at Luburma market?
4. Does Lusaka City Council have a regular maintenance program on the overall infrastructure at Luburma markets? Please explain
5. Why was the Public Private Partnership at Luburma market not reviewed after the elapse of 10 years?
6. What system has Lusaka City Council put in place to ensure timely, improved and effective provision of the following services?
 - a) Garbage collection
 - b) Firefighting
 - c) Maintenance of water and sewerage,
 - d) Maintenance of drainage systems
 - e) Security
7. Who benefits the most from the public private partnership at Luburma market?
8. What factors affect the council's ability to provide effective services at Luburma market?
10. What professional advice would you recommend to improve the management of markets using public private partnerships?

Appendix A 2: Interview guide for the Director Department of Housing and Social Services at Lusaka City Council.

Interview Guide

**THE UNIVERSITY OF ZAMBIA
SCHOOL OF HUMANITIES AND SOCIAL SCIENCES
DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES**

Dear Respondent,

My name is Arthur M. Simasiku and I am a Postgraduate student from the University of Zambia, Great East Road Main Campus. Am conducting a research on *“Implementation of Public Private Partnerships in the management and provision of services in trading places: The case of the Build Operate and Transfer contract between Lusaka City Council and China Hainan”* The main aim of this study is to enable me, in part, to fulfill the requirements for the award of a Master’s Degree in Public Administration at the University of Zambia.

Please be informed that you have been selected to participate in this study by answering the questions that I shall ask you. Your cooperation will be greatly appreciated. Be rest assured that the information you will provide in this questionnaire will be treated with utmost confidentiality.

Instructions to the respondents:

5. Do not write your name on the questionnaire
6. Read the questions carefully before answering
7. Where boxes are provided, tick the relevant option []
8. Write your answers where space is provided.....

THANK YOU FOR YOUR TIME AND CO-OPERATION

Interview guide for the Director Department of Housing and Social Services

1. What are the terms of reference surrounding the Public Private Partnership at Luburma market?
2. In your professional opinion, is there adherence to the terms of reference between the developers China Henan and Lusaka City Council? Please explain
3. Does Lusaka City Council work hand in hand with central government or other government departments to ensure that there is adherence to the terms of reference surrounding the Public Private Partnership at Luburma market?
4. Does Lusaka City Council have a regular maintenance program on the overall infrastructure at Luburma markets? Please explain
5. Why was the Public Private Partnership at Luburma market not reviewed after the elapse of 10 years?
6. What system has Lusaka City Council put in place to ensure timely, improved and effective provision of the following services?
 - a) Garbage collection
 - b) Firefighting
 - c) Maintenance of water and sewerage,
 - d) Maintenance of drainage systems
 - e) Security
7. Who benefits the most from the public private partnership at Luburma market?
8. What factors affect the council's ability to provide effective services at Luburma market?
10. What professional advice would you recommend to improve the management of markets using public private partnerships?

Appendix A 3: Interview guide for the Director of Legal Services at Lusaka City Council.

Interview Guide

**THE UNIVERSITY OF ZAMBIA
SCHOOL OF HUMANITIES AND SOCIAL SCIENCES
DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES**

Dear Respondent,

My name is Arthur M. Simasiku and I am a Postgraduate student from the University of Zambia, Great East Road Main Campus. Am conducting a research on *“Implementation of Public Private Partnerships in the management and provision of services in trading places: The case of the Build Operate and Transfer contract between Lusaka City Council and China Hainan”* The main aim of this study is to enable me, in part, to fulfill the requirements for the award of a Master’s Degree in Public Administration at the University of Zambia.

Please be informed that you have been selected to participate in this study by answering the questions that I shall ask you. Your cooperation will be greatly appreciated. Be rest assured that the information you will provide in this questionnaire will be treated with utmost confidentiality.

Instructions to the respondents:

1. Do not write your name on the questionnaire
2. Read the questions carefully before answering
3. Where boxes are provided, tick the relevant option []
4. Write your answers where space is provided.....

THANK YOU FOR YOUR TIME AND CO-OPERATION

Interview guide for the Director of Legal Services at Lusaka City Council.

1. What do you know about the Public Private Partnership at Luburma market?
2. In your professional opinion, is there adherence to the terms of reference between the developers China Henan and Lusaka City Council?
3. Does Lusaka City Council work hand in hand with central government or other government departments to ensure that there is adherence to the terms of reference surrounding the Public Private Partnership at Luburma market?
4. Has there been attempts to review the Luburma market Public Private Partnership? Please explain.
5. What does the declaration of a dispute by LCC against China Hainan Imply?
6. Why was the Public Private Partnership at Luburma market not reviewed after the elapse of 10 years?
7. What role does your department play in an event that the Luburma market Public Private Partnership is to be reviewed?
8. In your view, who benefits the most from the public private partnership at Luburma market?
9. What is your view on the 65 years concessional period for the Luburma market Public Private Partnership?
10. What professional advice would you recommend to improve the management of markets using public private partnerships?

Appendix A 4: Interview guide for the Senior Civil Engineer for Department of Engineering Services

Interview Guide

**THE UNIVERSITY OF ZAMBIA
SCHOOL OF HUMANITIES AND SOCIAL SCIENCES
DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES**

Dear Respondent,

My name is Arthur M. Simasiku and I am a Postgraduate student from the University of Zambia, Great East Road Main Campus. Am conducting a research on *“Implementation of Public Private Partnerships in the management and provision of services in trading places: The case of the Build Operate and Transfer contract between Lusaka City Council and China Hainan”* The main aim of this study is to enable me, in part, to fulfill the requirements for the award of a Master’s Degree in Public Administration at the University of Zambia.

Please be informed that you have been selected to participate in this study by answering the questions that I shall ask you. Your cooperation will be greatly appreciated. Be rest assured that the information you will provide in this questionnaire will be treated with utmost confidentiality.

Instructions to the respondents:

1. Do not write your name on the questionnaire
2. Read the questions carefully before answering
3. Where boxes are provided, tick the relevant option []
4. Write your answers where space is provided.....

THANK YOU FOR YOUR TIME AND CO-OPERATION

Interview guide for the Senior Civil Engineer at the Department of Engineering Services of Lusaka City Council.

1. what do you know about the Public Private Partnership at Luburma market?
2. In your professional opinion, is there adherence to the terms of reference between the developers China Henan and Lusaka City Council?
3. Does Lusaka City Council work hand in hand with central government or other government departments to ensure that there is adherence to the terms of reference surrounding the Public Private Partnership at Luburma market?
4. Does Lusaka City Council have a regular maintenance program on the overall infrastructure at Luburma markets? Please explain.
5. In your professional opinion as an engineer, how durable is the infrastructure at Luburma market
5. Why was the Public Private Partnership at Luburma market not reviewed after the elapse of 10 years?
6. What system has Lusaka City Council put in place to ensure timely, improved and effective provision of the following services?
 - a) Firefighting
 - b) Maintenance of water and sewerage,
 - c) Maintenance of drainage systems
 - d) Renovation of the existing but dilapidated infrastructure such as toilets
7. Who benefits the most from the public private partnership at Luburma market?
9. What professional advice would you recommend to improve the management of markets using public private partnerships?

Appendix A 5: Interview guide for Manager Markets-Finance/Administration

Interview Guide

THE UNIVERSITY OF ZAMBIA
SCHOOL OF HUMANITIES AND SOCIAL SCIENCES
DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES

Dear Respondent,

My name is Arthur M. Simasiku and I am a Postgraduate student from the University of Zambia, Great East Road Main Campus. Am conducting a research on *“Implementation of Public Private Partnerships in the management and provision of services in trading places: The case of the Build Operate and Transfer contract between Lusaka City Council and China Hainan”* The main aim of this study is to enable me, in part, to fulfill the requirements for the award of a Master’s Degree in Public Administration at the University of Zambia.

Please be informed that you have been selected to participate in this study by answering the questions that I shall ask you. Your cooperation will be greatly appreciated. Be rest assured that the information you will provide in this questionnaire will be treated with utmost confidentiality.

Instructions to the respondents:

5. Do not write your name on the questionnaire
6. Read the questions carefully before answering
7. Where boxes are provided, tick the relevant option []
8. Write your answers where space is provided.....

THANK YOU FOR YOUR TIME AND CO-OPERATION

Interview guide for Manager Markets-Finance/Administration

1. What are the terms of reference surrounding the Public Private Partnership at Luburma market?
2. In your professional opinion, is there adherence to the terms of reference between the developers China Henan and Lusaka City Council? Please explain
3. Does Lusaka City Council have a regular maintenance program on the overall infrastructure at Luburma markets? Please explain
4. Why was the Public Private Partnership at Luburma market not reviewed after the elapse of 10 years?
5. What system has Lusaka City Council put in place to ensure timely, improved and effective provision of the following services?
 - a) Garbage collection
 - b) Maintenance of water and sewerage,
 - c) Maintenance of drainage systems
 - d) Improved Revenue Collection
6. Explain the various market levies that marketeers pay at Luburma market?
7. Is revenue collected at Luburma market enough to ensure effective service delivery?
8. What challenges are associated with revenue collection at Luburma market?
- 9 Explain more about the 40 per cent of collected levies which is supposed to be deposited in the central account managed by LCC.
10. What professional advice would you recommend to improve the management of markets using public private partnerships?

THE UNIVERSITY OF ZAMBIA
SCHOOL OF HUMANITIES AND SOCIAL SCIENCES
DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES

Dear Respondent,

My name is Arthurn M. Simasiku and I am a Postgraduate student from the University of Zambia, Great East Road Main Campus. Am conducting a research on *“Implementation of Public Private Partnerships in the management and provision of services in trading places: The case of the Build Operate and Transfer contract between Lusaka City Council and China Hainan”* The main aim of this study is to enable me, in part, to fulfill the requirements for the award of a Master’s Degree in Public Administration at the University of Zambia.

Please be informed that you have been selected to participate in this study by answering the questions that I shall ask you. Your cooperation will be greatly appreciated. Be rest assured that the information you will provide in this questionnaire will be treated with utmost confidentiality.

Instructions to the respondents:

1. Do not write your name on the questionnaire
2. Read the questions carefully before answering
3. Where boxes are provided, tick the relevant option []
4. Write your answers where space is provided.....

THANK YOU FOR YOUR TIME AND CO-OPERATION

Interview guide for the Chief Fire Officer at Lusaka Fire Brigade

1. What do you know about the Public Private Partnership at Luburma market?
2. In your professional opinion, is there adherence to the terms of reference between the developers China Henan and Lusaka City Council?
3. What measures have been put in place to prevent fire outbreaks at Luburma Market?
4. What equipment does the Fire Brigade section use to quench fire outbreaks?
5. Are the equipment used to quench and prevent fire outbreaks enough to provide effective services.
6. How many fire tenders are there at Lusaka Fire Brigade section and in what working condition are they in?
7. Where do you draw water from that is used in the fire tenders?
8. What system has Lusaka City Council put in place to ensure timely, improved and effective provision of the following services?
 - a) Firefighting
 - b) Preventing fire hydrants or other fire equipments from being vandalized at Luburma market
 - c) Securing easy passage for fire tenders at Luburma market.
9. What are some of the challenges facing Lusaka Fire Brigade in its quest to provide effective fire services to Markets such as Luburma Market?
10. What is your view on the 65 years concessional period for the Luburma market Public Private Partnership?
10. What professional advice would you recommend to improve the management of markets using public private partnerships?

Appendix A 7: Interview guide for representatives of China Hainan.

Interview Guide

**THE UNIVERSITY OF ZAMBIA
SCHOOL OF HUMANITIES AND SOCIAL SCIENCES
DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES**

Dear Respondent,

My name is Arthurn M. Simasiku and I am a Postgraduate student from the University of Zambia, Great East Road Main Campus. Am conducting a research on *“Implementation of Public Private Partnerships in the management and provision of services in trading places: The case of the Build Operate and Transfer contract between Lusaka City Council and China Hainan”* The main aim of this study is to enable me, in part, to fulfill the requirements for the award of a Master’s Degree in Public Administration at the University of Zambia.

Please be informed that you have been selected to participate in this study by answering the questions that I shall ask you. Your cooperation will be greatly appreciated. Be rest assured that the information you will provide in this questionnaire will be treated with utmost confidentiality.

Instructions to the respondents:

5. Do not write your name on the questionnaire
6. Read the questions carefully before answering
7. Where boxes are provided, tick the relevant option []
8. Write your answers where space is provided.....

THANK YOU FOR YOUR TIME AND CO-OPERATION

China Hainan (Representative)

1. Does China Henan adhere to the terms of reference surrounding the Public Private Partnership at Luburma market?
2. Does China Henan work hand in hand with Lusaka City Council or central government to ensure adherence to the terms of reference surrounding the Public Private Partnership at Luburma market?
3. Why was the Luburma PPP not reviewed after the elapse of 10 years as agreed in the terms of reference?
4. Where do shop tenants pay rentals to and which currency do they use to make payments?
5. What is the mechanism used to impose and increase shop rentals at Luburma market?
6. Is there a regular maintenance program on the overall infrastructure at Luburma markets
Please explain
7. What are some of the problems China Hainan is facing regarding the effective management of Luburma Market?
8. What are some of the challenges faced by China Hainan in the quest to renovate dilapidated structures at Luburma market?
9. What measures should be put in place by China Hainani to ensure that the Public Private Partnership at Luburma market keeps on achieving its intended objectives
10. Does China Henan monitor the activities of Lusaka City Council in order to ensure that the council provides adequate services to Luburma market?
11. What is your professional opinion on the 65 years duration of the partnership?
12. What policy changes would you recommend to the Public Private Partnership at Luburma market to ensure that both LCC and China Henan achieve a win-win situation

Thank you for your assistanc

Appendix A 8: Interview guide for Zambia Development Agency.

Interview Guide

**THE UNIVERSITY OF ZAMBIA
SCHOOL OF HUMANITIES AND SOCIAL SCIENCES
DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES**

Dear Respondent,

My name is Arthurn M. Simasiku and I am a Postgraduate student from the University of Zambia, Great East Road Main Campus. Am conducting a research on *“Implementation of Public Private Partnerships in the management and provision of services in trading places: The case of the Build Operate and Transfer contract between Lusaka City Council and China Hainan”* The main aim of this study is to enable me, in part, to fulfill the requirements for the award of a Master’s Degree in Public Administration at the University of Zambia.

Please be informed that you have been selected to participate in this study by answering the questions that I shall ask you. Your cooperation will be greatly appreciated. Be rest assured that the information you will provide in this questionnaire will be treated with utmost confidentiality.

Instructions to the respondents:

1. Do not write your name on the questionnaire
2. Read the questions carefully before answering
3. Where boxes are provided, tick the relevant option []
4. Write your answers where space is provided.....

THANK YOU FOR YOUR TIME AND CO-OPERATION

Zambia Development Agency (Representative)

1. Are you aware of the Public Private Partnership between Lusaka City Council and China Hainan regarding the redevelopment and management of Luburma Market from 2002 to 2067?
2. What are the terms of reference surrounding the Luburma market partnership?
3. Is there adherence to the terms of reference between the developers China Henani and Lusaka City Council?
4. What role does Zambia development agency play to ensure there is adherence to the terms of reference surrounding the Luburma public private partnership?
5. Does Zambia development agency monitor and evaluate Public Private Partnership projects that were signed long before the promulgation of the 2009 PPP policy?
6. In your professional opinion is the Luburma public private partnership achieving its intended objectives?
7. In line with the enactment of the 2009 Public Private Partnership policy, is there public outcry directed towards Zambia Development Agency regarding the services being offered at Luburma market?
8. From Zambia Development Agency's perspective, are there any policy challenges affecting the Luburma market public private partnership?
9. How has Zambia development agency incorporated the Luburma public private partnership of 2002 into the public private partnership act of 2009, considering it was signed long before the promulgation of the zambia public private partnership act number 14 of 2009?
10. What measures should be put in place to ensure that public private partnerships are achieving their intended objectives in Zambia.
11. What is your opinion on the 65 years duration of the Luburma Public Private Partnerships?

Thank you for your assistance.

Appendix A 9: Interview guide for the Market Master

Interview Guide

THE UNIVERSITY OF ZAMBIA
SCHOOL OF HUMANITIES AND SOCIAL SCIENCES
DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES

Dear Respondent,

My name is Arthur M. Simasiku and I am a Postgraduate student from the University of Zambia, Great East Road Main Campus. Am conducting a research on *“Implementation of Public Private Partnerships in the management and provision of services in trading places: The case of the Build Operate and Transfer contract between Lusaka City Council and China Hainan”* The main aim of this study is to enable me, in part, to fulfill the requirements for the award of a Master’s Degree in Public Administration at the University of Zambia.

Please be informed that you have been selected to participate in this study by answering the questions that I shall ask you. Your cooperation will be greatly appreciated. Be rest assured that the information you will provide in this questionnaire will be treated with utmost confidentiality.

Instructions to the respondents:

1. Do not write your name on the questionnaire
2. Read the questions carefully before answering
3. Where boxes are provided, tick the relevant option []
4. Write your answers where space is provided.....

THANK YOU FOR YOUR TIME AND CO-OPERATION

Market Master (Luburma market)

1. What do you know about the public private partnership between Lusaka City Council and China Henan regarding the redevelopment and management of Luburma Market from 2002 to 2067?
2. Do you have an idea of what the terms of reference are to the Luburma public private partnership
3. Do you think there is adherence to the terms of reference surrounding the partnership at Luburma market? Please explain your answer
4. In your opinion, is reviewing the Luburma market public private partnership every 10 years necessary?
5. How often do marketeers pay levies at Luburma market and what kind of levies do they pay
6. What is the monthly turnover of revenue collection at Luburma market?
7. How do marketeers acquire shops at Luburma market?
8. What are some of the problems that affect service delivery at Luburma Market?
9. What measures would you suggest should be put in place to ensure that the public private partnership at Luburma market keeps on achieving the intended objectives?

Thank you for your assistance.

Appendix B 1: Interview guide for the Market Chairperson.

Interview Guide

**THE UNIVERSITY OF ZAMBIA
SCHOOL OF HUMANITIES AND SOCIAL SCIENCES
DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES**

Dear Respondent,

My name is Arthur M. Simasiku and I am a Postgraduate student from the University of Zambia, Great East Road Main Campus. Am conducting a research on *“Implementation of Public Private Partnerships in the management and provision of services in trading places: The case of the Build Operate and Transfer contract between Lusaka City Council and China Hainan”* The main aim of this study is to enable me, in part, to fulfill the requirements for the award of a Master’s Degree in Public Administration at the University of Zambia.

Please be informed that you have been selected to participate in this study by answering the questions that I shall ask you. Your cooperation will be greatly appreciated. Be rest assured that the information you will provide in this questionnaire will be treated with utmost confidentiality.

Instructions to the respondents:

1. Do not write your name on the questionnaire
2. Read the questions carefully before answering
3. Where boxes are provided, tick the relevant option []
4. Write your answers where space is provided.....

THANK YOU FOR YOUR TIME AND CO-OPERATION

Market chairperson.

1. What do you know about the public private partnership between Lusaka City Council and China Henan regarding the redevelopment and management of Luburma Market from 2002 to 2067?
2. Do you have an idea of what the terms of reference are to the Luburma public private partnership
3. Do you think there is adherence to the terms of reference surrounding the partnership at Luburma market? Please explain your answer
4. In your opinion, is reviewing the Luburma market public private partnership every 10 years necessary?
5. Is there a mechanism through the office of the chairperson where marketeers can address their complaints to regarding their overall welfare at Luburma market?
6. How do marketeers acquire shops at Luburma market?
7. How does one raise to the position of chairperson at Luburma market?
8. What are some of the problems that affect service delivery at Luburma Market?
9. What challenges do you face as a chairperson in managing marketeers at Luburma market?
10. What measures would you suggest should be put in place to ensure that the public private partnership at Luburma market keeps on achieving the intended objectives?

Thank you for your assistance.

Appendix B 2: Interview guide for the Area Councilor.

Interview Guide

**THE UNIVERSITY OF ZAMBIA
SCHOOL OF HUMANITIES AND SOCIAL SCIENCES
DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES**

Dear Respondent,

My name is Arthur M. Simasiku and I am a Postgraduate student from the University of Zambia, Great East Road Main Campus. Am conducting a research on *“Implementation of Public Private Partnerships in the management and provision of services in trading places: The case of the Build Operate and Transfer contract between Lusaka City Council and China Hainan”* The main aim of this study is to enable me, in part, to fulfill the requirements for the award of a Master’s Degree in Public Administration at the University of Zambia.

Please be informed that you have been selected to participate in this study by answering the questions that I shall ask you. Your cooperation will be greatly appreciated. Be rest assured that the information you will provide in this questionnaire will be treated with utmost confidentiality.

Instructions to the respondents:

5. Do not write your name on the questionnaire
6. Read the questions carefully before answering
7. Where boxes are provided, tick the relevant option []
8. Write your answers where space is provided.....

THANK YOU FOR YOUR TIME AND CO-OPERATION

Area Councilor.

1. What do you know about the public private partnership between Lusaka City Council and China Henan regarding the redevelopment and management of Luburma Market from 2002 to 2067?
2. Do you have an idea of what the terms of reference are to the Luburma public private partnership
3. Do you think there is adherence to the terms of reference surrounding the partnership at Luburma market? Please explain your answer
4. In your opinion, is reviewing the Luburma market public private partnership every 10 years necessary?
5. What is it that you have done to ensure effective service delivery at Luburma market
6. Have you engaged central government to ensure that LCC provides effective services at Luburma market.
7. What is it that you have done to ensure that rentals at Luburma market are made affordable and low?
8. What measures would you suggest should be put in place to ensure that the public private partnership at Luburma market keeps on achieving the intended objectives?
9. What is your view on the 65 years concession period of Luburma market.

Thank you for your assistance.

Appendix B 3: Questionnaire for Marketeers

**THE UNIVERSITY OF ZAMBIA
SCHOOL OF HUMANITIES AND SOCIAL SCIENCES
DEPARTMENT OF POLITICAL AND ADMINISTRATIVE STUDIES**

Dear Respondent,

My name is Arthur M. Simasiku and I am a Postgraduate student from the University of Zambia, Great East Road Main Campus. Am conducting a research on *“Implementation of Public Private Partnerships in the management and provision of services in trading places: The case of the Build Operate and Transfer contract between Lusaka City Council and China Hainan”* The main aim of this study is to enable me, in part, to fulfill the requirements for the award of a Master’s Degree in Public Administration at the University of Zambia.

Please be informed that you have been selected to participate in this study by answering the questions that I shall ask you. Your cooperation will be greatly appreciated. Be rest assured that the information you will provide in this questionnaire will be treated with utmost confidentiality.

Instructions to the respondents:

9. Do not write your name on the questionnaire
10. Read the questions carefully before answering
11. Where boxes are provided, tick the relevant option []
12. Write your answers where space is provided.....

THANK YOU FOR YOUR TIME AND CO-OPERATION

Section A: Personal Information

- 1 Gender
 - 1. Male [] 2. Female []
- 2 Age
 - 1. 18-28 [] 2. 29-39 [] 3. 40-50 [] 4. Above 51 []
- 3 What is your highest level of education?
 - 1. Primary [] 2. Secondary [] 3. Tertiary [] 4. Others specify
 -

Section B: Business Information

- 4 How long have you been trading at Luburma market?
 - 1. Less than 1 year [] 2. 1-3 years [] 3. 3-5 years [] 4. 5-7 years []
 - 5. 7-9 years [] 6. 9-11 years [] 7. 11-13 years [] 8. 13-15 years []
- 5 How long have you been trading at this shop you are currently occupying?.....
.....
- 6 How did you acquire the shop you are occupying?.....
.....
- 7 Have you ever moved from one shop to another within Luburma market
 - 1. Yes [] 2. No []
- 8 If your answer to question 7 is yes, Please explain.....
.....
- 9 What do you trade in?.....
- 10 What is your monthly turn over?.....
- 11 Has the modern trading infrastructure at Luburma market brought about improved business opportunities?
 - 1. Yes [] 2. No []
- 12 If your answer to question 11 is ‘Yes’ please explain how?.....
.....
- 13 Have you ever thought of relocating from Luburma market to other trading places or markets?

1. Yes [] 2. No []

14 If your answer to question 13 is ‘Yes’ Please explain why.....
.....

Section C: Adherence to terms of reference.

15 Are you aware of the Public Private Partnership between Lusaka City Council (LCC) and China Henan surrounding the redevelopment and management of Luburma Market from 2002 to 2067?

1. Yes [] 2. No []

16 If your answer to question 14 is ‘Yes’, would you explain more on what you know about the Public Private Partnership for the management of Luburma market?.....
.....
.....

17 How often is Luburma market renovated and maintained to avoid dilapidation of the existing infrastructures?

1. Very often [] 2. Often [] 3. Not often [] 4. Never renovated at all []

18 If your answer to question 17 is ‘1’, ‘2 or ‘3’ who or which institution is responsible for renovations

19 Is there a maintenance programme that has been put in place to ensure that the structures at Luburma market are always up to standard? Please explain.....
.....

20 Are you aware that the Luburma Public Private Partnership is supposed to be reviewed every 10 years?

1. Yes [] 2. No []

21 In your view is reviewing the partnership necessary?

1. Yes [] 2. No []

22 Give reasons for your answer to question 20 and 21

.....

.....

.....

Section D: Stakeholder Satisfaction.

23 How effective is the provision of the following services at Luburma market? Tick the responses which are appealing on the under listed.

.	Very effective	Effective	Not effective	Poor
Garbage collection				
Maintenance of water and sewerage				
Maintenance of drainage systems				
Provision and maintenance of street lights				
Firefighting				
Toilets				

24 Indicate the sort of arrangements made to provide the services below?

1. Garbage collection.....
2. Maintenance of water and sewerage.....
3. Maintenance of drainage systems.....
4. Provision and maintenance of street lights.....
5. Firefighting.....
6. Toilets

Garbage management

25 What is the normal practice of garbage disposal for this market?

- 1. Compost []
- 2. Collection system []
- 3. Other, (specify).....

26 . Who is responsible for garbage collection at Luburma market?

- 1. Lusaka City Council []
- 2. Private organization []
- 3) Others, specify.....

27 Is garbage collected from the collection point at Luburma market?

- 1. Yes []
- 2. No []

28 If yes to question 26, how many times is garbage collected from the collection point?

- 1. Once A Week []
- 2. Twice A Week []
- 3. Three times A Week []
- 4. Four times A Week []
- 5. Five times A Week []
- 6. Others, (Specify)
.....

29 Do you pay for garbage collection at Luburma market?

- 1. Yes []
- 2. No []

30 If your answer is Yes to question 28, how much do you pay for garbage collection?.....

31 When do you pay for garbage collection?

- 1. Daily []
- 2. Weekly []
- 3. Monthly []
- 4. Others, Specify.....

Water reticulation

32 Is there running tap water at Luburma market?

- 1. Yes []
- 2. No []

33 Do you easily have access to tap water?

- 1. Yes []
- 2. No []

34 Is the current water supply safe to drink?

1. Yes [] 2. No []

35 Is the current water supply reliable?

1. Yes [] 2. No []

36 Are there any obstacles to using available water supply sources at this market?.

1. Yes [] 2. No []

37 Would you say that supply of water to this market has been poor?

1. Yes [] 2. No []

38 If you answered yes to question 36, what has been the effect of poor water supply on your business?.....

39 What is it that Lusaka city council has done to ensure that the supply of water to this market is improved?.....

Provision of Toilets facilities

40 What is the current defecation practice at this market?

1. Flushing Toilet [] 2. Open defecation [] 3. Pit latrine []
4. Other, supply

41 Are there any existing toilet facilities at this market?

1. Yes [] 2. No []

42 If your answer is Yes to question 41, are the toilets being used?

1. Yes [] 2. No []

43 Do you think that the toilets are sufficient?

1. Yes [] 2. No []

44 Are the toilets being supplied with enough water?

1. Yes [] 2. No []

45 Which of the following is found inside a toilet at this market? (Please select all that apply)

1. Soap for hand washing [] 2. Hand dryers [] 3. Toilet paper or tissue []
4. Wash basin [] 5. Sanitary disposal bins in female toilets []
6. Air fresheners to promote pleasing environment []

Drainage management

- 46 With regards to this market, are water points and bathing areas well drained to prevent muddy conditions?
1. Yes [] 2. No []
- 47 Do you have the means to protect your market stand from local flooding?
1. Yes [] 2. No []
- 48 Is there regular maintenance of drainages at Luburma market?
1. Yes [] 2. No []
- 49 If your answer is yes to question 48, who is responsible for the maintenance of drainages at Luburma market?
1. Lusaka City Council [] 2. Private organization []
3. Others, specify.....
- 50 What do you think are the major constraints in improving the drainage system at this market?.....

Management of fire outbreaks in markets

- 51 Are there firefighting facilities at Luburma market?
1. Yes [] 2. No []
- 52 If your answer is Yes to question 50, state the types of firefighting facilities which are at Luburma market.
1. Fire extinguisher [] 2. Fire hose [] 3. Fire blanket [] 4. Fire hydrant []
5. Others please specify.....
- 53 How satisfied are you with regards to Lusaka Fire Brigade 's ability to put off fire at this market?
1. Very satisfied [] 2. Slightly satisfied [] 3. Satisfied []
4. Slightly dissatisfied [] 5. Very dissatisfied
- 54 What do you think should be done to ensure that Lusaka city council provides efficient and effective firefighting services to markets?.....

Payment of market levies

55 Do you pay market levies

1. Yes [] 2. No []

56 If your answer to question 55 is yes, what kind of levies do you pay

.....

57 How often do you pay market levies?.....

58 Do you think the levies collected at Luburma market are sufficient enough to provide timely and effective services?

1. Yes [] 2. No []

Section E: challenges

59 What are some of the problems affecting the effective running of Luburma Market?

.....

60 Has Luburma Market been experiencing issues of vandalism of property and infrastructure?

1. Yes [] 2. No []

61 If your answer to question 60 is yes, who is responsible for fixing and maintaining the vandalized property?

1. China Hainan [] 2. Lusaka City Council [] 3. Tenants occupying the stops []
4. Others specify.....

62 What measures have been put in place to protect the market from vandalism.....

.....

63 As a marketeer, what do you think are the major constraints faced by Lusaka City Council in providing an improved service in the following areas

Garbage collection.....

Maintenance of water and sewerage.....

Maintenance of drainage systems.....

Firefighting.....

Security.....

Supply of water.....

Section F: Policy recommendations

64 Is the Luburma public private partnership effective in the management of Luburma market?

1. Yes [] 2. No []

65 If your answer to question 64 is No, what can be done to make the Luburma partnership more effective? Please tick all that apply

- 1. Close monitoring of the Private sector to ensure adherence of terms
- 2. Reduction of the number of years to handing over the market at Luburma
- 3. Constant review of the partnership at agreed period.
- 4. Others specify.....

66 Are marketeers benefiting from the Luburma Public Private Partnership?

1. Yes [] 2. No []

67 If your answer to question 66 is yes, how are marketeers benefiting from the partnership and if it is 'No', please explain how the partnership is not beneficial.....

68 What suggestions would you make to ensure that marketeers at Luburma market benefit from the public private partnership of Luburma market.....

69 What is your opinion on the 65 years duration for the operation and management of Luburma market by China Henani?.....

70 In your opinion, what measures should be put in place by the government to ensure effective management of markets using public private partnerships.....
.....

Thank you for your assistance.

Appendix C 1: Shops under the management of China Hainan at Luburma Market



Source: Photography taken by the researcher on November 17 2020

Appendix C 2: Piles of garbage at Luburma which had not been collected. These were as a result of indiscriminate disposal.



Source: Photography taken by the researcher on November 17 2020.

Appendix C3: outer drainage at Luburma market



Source: Photography taken by the researcher on November 17 2020

Appendix C4: Drums placed in toilets for the purpose of drawing water to pore in toilets



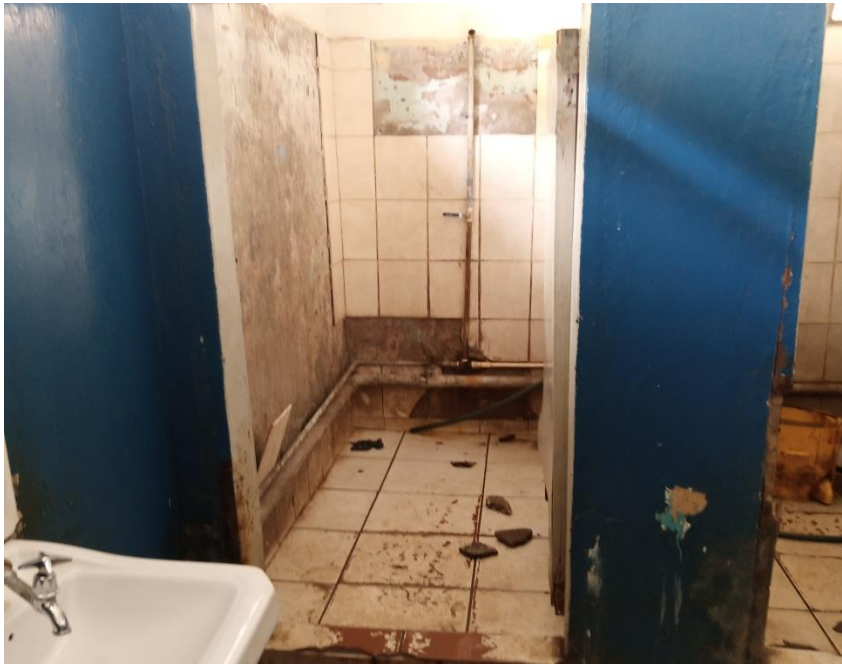
Source: Photography taken by the researcher on November 17 2020

Appendix C5: Drums placed in toilets for the purpose of drawing water to pore in toilets



Source: Photography taken by the researcher on November 17 2020

Appendix C6: Status of shower rooms at Luburma market.



Source: Photography taken by the researcher on November 17 2020

Appendix C 7: The status of toilets at Luburma market.



Source: Photography taken by the researcher on November 17 2020

Appendix C 9: Water taps installed at the part of the market under the management of LCC.



Source: Photography taken by the researcher on November 17 2020

Appendix D 1: Shops under the management of China Hainan at Luburma Market



Source: Photography taken by the researcher on November 17 2020

Appendix D 2: Shops under the management of China Hainan at Luburma Market



Source: Photography taken by the researcher on November 17 2020