Lessons Learned
and
Possible Scenarios for Future Support

This report reflects only the views and opinions of the authors which do not necessarily correspond with those of the Government of the Republic of Zambia, UNCDF, UNDP or ILO/ASIST.

John Clifton
Simon Tembo
Arjen During

April 2001
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# List of Acronyms

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<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>BOQ</td>
<td>Bill of Quantities</td>
</tr>
<tr>
<td>CTA</td>
<td>Chief Technical Advisor</td>
</tr>
<tr>
<td>CMU</td>
<td>Contract Management Unit</td>
</tr>
<tr>
<td>DC</td>
<td>District Council</td>
</tr>
<tr>
<td>DDP</td>
<td>District Development Project</td>
</tr>
<tr>
<td>DISS</td>
<td>Department of Infrastructure and Support Services</td>
</tr>
<tr>
<td>DOW</td>
<td>Director of Works</td>
</tr>
<tr>
<td>FRP</td>
<td>Feeder Roads Project</td>
</tr>
<tr>
<td>FRS</td>
<td>Feeder Roads Section, DISS/MLGH</td>
</tr>
<tr>
<td>GRZ</td>
<td>Government of the Republic of Zambia</td>
</tr>
<tr>
<td>HQ</td>
<td>Headquarters</td>
</tr>
<tr>
<td>HMS</td>
<td>Highway Management System</td>
</tr>
<tr>
<td>ILO</td>
<td>International Labour Organisation</td>
</tr>
<tr>
<td>ILO/ASIST</td>
<td>Advisory Support Information Services and Training – International Labour Organisation</td>
</tr>
<tr>
<td>IPC</td>
<td>Interim Payment Certificate</td>
</tr>
<tr>
<td>km</td>
<td>kilometre</td>
</tr>
<tr>
<td>LB</td>
<td>labour based</td>
</tr>
<tr>
<td>MCT</td>
<td>Ministry of Communication and Transport</td>
</tr>
<tr>
<td>MoFED</td>
<td>Ministry of Finance and Economic Development</td>
</tr>
<tr>
<td>MLGH</td>
<td>Ministry of Local Government &amp; Housing</td>
</tr>
<tr>
<td>MWS</td>
<td>Ministry of Works and Supply</td>
</tr>
<tr>
<td>NCC</td>
<td>National Council for Construction</td>
</tr>
<tr>
<td>NCB</td>
<td>National Competitive Bidding</td>
</tr>
<tr>
<td>NRB</td>
<td>National Roads Board</td>
</tr>
<tr>
<td>NDCC</td>
<td>National Development Co-ordinating Committee</td>
</tr>
<tr>
<td>PB</td>
<td>plant based</td>
</tr>
<tr>
<td>PLGP</td>
<td>Provincial Local Government Officer</td>
</tr>
<tr>
<td>PMU</td>
<td>Project Management Unit</td>
</tr>
<tr>
<td>PPS</td>
<td>Provincial Permanent Secretary</td>
</tr>
<tr>
<td>PPU</td>
<td>Provincial Planning Unit</td>
</tr>
<tr>
<td>PRB</td>
<td>Provincial Roads Board</td>
</tr>
<tr>
<td>PRE</td>
<td>Provincial Roads Engineer</td>
</tr>
<tr>
<td>PSRP</td>
<td>Public Sector Reform Programme</td>
</tr>
<tr>
<td>RD</td>
<td>Roads Department</td>
</tr>
<tr>
<td>ROADSIP</td>
<td>Road Sector Investment Programme</td>
</tr>
<tr>
<td>RSP</td>
<td>Roads Sector Programme</td>
</tr>
<tr>
<td>RTS</td>
<td>Roads Department Training School</td>
</tr>
<tr>
<td>TA</td>
<td>Technical Assistance</td>
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TC  Trial Contract
TOR  Terms of Reference
UNCDF  United Nations Capital Development Fund
UNDP  United Nations Development Programme
USD  United States dollar
WB  World Bank
ZK  Zambian Kwacha

(ROE USD = ZK3200 – March 2001)
ACKNOWLEDGEMENTS

Grateful thanks are expressed to all officials and individuals met during the course of this consultancy for their support and assistance without which the execution of this assignment would not have been possible.

Particular thanks are expressed to Alfred Sakwiya, Project Manager DDP/FRP for his invaluable advice, technical, and logistical assistance.
Section I:

Description of the project
1. BACKGROUND

The Feeder Roads Project (FRP) in Eastern Province of Zambia is a project within the Ministry of Local Government and Housing (MLGH), designed to build and strengthen capacities in the local authorities and local private sector to rehabilitate and maintain feeder and urban roads through contracting systems. The project is also piloting the use of labour-based methods of road construction as an alternative to the plant-based approaches.

The FRP has been operating in Eastern Province since June 1996 and is scheduled to end on 11th June 2001.

In order to consolidate lessons learned during the implementation of the project and to identify scenarios for the way forward the ILO/ASIST, on behalf of MLGH, commissioned a study that prepared this overview.

2. METHODOLOGY

The report that has been prepared captures the institutional environment in which FRP operates, identifies lessons learned and outlines possible scenarios for future support.

The study team comprised John Clifton (Team Leader), Simon Tembo (National Engineer, FRP) and Arjen During (Programme Officer, ILO). The study was carried out in Eastern Province and Lusaka from 8th to 22nd March 2001.

A de-briefing meeting was held at MLGH on 20th March 2001. Comments made at the de-briefing presentation are included in this report. A workshop for key stakeholders will follow this study, to further discuss the findings and reach some form of consensus on the way forward.

3. IMPLEMENTATION ARRANGEMENTS

This project is executed by the Ministry of Local Government and Housing and implemented by the District Councils of Eastern Province. Besides government contributions the UNCDF is providing the capital investment funds to the project while UNDP is funding the technical assistance.

The International Labour Organisation is responsible for providing the technical assistance, and engaged the Chief Technical Advisor the first three years of implementation and the two National Road Engineers, still with the project, on behalf of MLGH. ILO/ASIST is, through a separate agreement funded by UNDP, providing technical backup and support services to the
project. The Roads Department Training School (RDTS) in Lusaka was contracted by the MLGH through UNDP funding to train labour-based feeder roads rehabilitation and maintenance contractors.

The feeder Roads Project operates alongside the District Development Project (DDP), also funded by UNDP and UNCDF, and having the same Project Manager. In principle, FRP operates within the framework of the DDP, which aims at developing the capacity within the districts to plan and manage public works, and involving communities in all development processes. Thus although the two projects should be seen as one complete project FRP is scheduled to end in June 2001 whilst DDP runs till the end of 2001.

The total budget of the project is USD 7,203,985. (See Table 1).

Table 1: Project Budget

<table>
<thead>
<tr>
<th>Funding Agency</th>
<th>Purpose</th>
<th>Amount (USD)</th>
</tr>
</thead>
<tbody>
<tr>
<td>GRZ</td>
<td>Running costs of CMUs and, Road maintenance works</td>
<td>1,042,400</td>
</tr>
<tr>
<td>UNDP</td>
<td>Technical assistance and, Training</td>
<td>1,244,832</td>
</tr>
<tr>
<td>UNCDF</td>
<td>Equipment and, Road rehabilitation</td>
<td>4,916,753</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td><strong>7,203,985</strong></td>
</tr>
</tbody>
</table>

4. OBJECTIVES OF THE PROJECT

The broader objective of the project is to contribute to the sustainable economic development of Eastern Province through the establishment of a comprehensive integrated strategy for rural infrastructure development, relying to the extent possible on locally available private sector resources and capacity of the District Councils.

The project has four immediate objectives:

i) Develop capacity of district councils works departments to plan, design, implement and manage road rehabilitation and maintenance works by establishing Contract Management Units.

ii) Develop a private sector construction industry capable of rehabilitating and maintaining feeder roads using labour based methods by training and equipping small-scale road rehabilitation and maintenance contractors.

iii) Improve access to highly productive agricultural areas.

iv) Create direct employment in the rural communities by encouraging participation of local communities in road works.
5. PROGRESS ON PROJECT OUTPUTS

This presentation is structured in accordance with the project outputs as defined in the Addendum to the Feeder Roads Project Document and sets out achievements at the end of 2000.

5.1 Development of Contract Management Units (CMUs)

5.1.1 Training of CMU staff (OUTPUTS 1.1 and 1.2)

One of the major outputs is to establish CMUs with staff capable of selection, planning, design, preparation, implementation and management of contracts for road rehabilitation and maintenance works executed by local small-scale contractors. Supervisory site staff were to be trained in the effective supervision and inspection of labour based rehabilitation and maintenance works carried out by the private sector.

Against these outputs the project facilitated the following activities as part of a capacity building programme in contract management for CMUs:

- In 1996/7 the first group of core staff of the CMUs was trained. A total of 14 road supervisors were trained at RTS for 7 councils (Mambwe district was not included, as this is a recently created district).
- In 1997 Norconsult was engaged to provide training in preparation of labour based contract documents. The training involved 5 of the 14 trained road supervisors.
- In 1998 5 Directors of Works were trained in contract management for labour-based works. Intech Associates conducted the training at Peace Gardens in Harare, Zimbabwe.
- In 1998 Norconsult was again engaged. This time to provide enhanced mentorship in contract management to both the CMUs and contractors.
- To address some specific technical topics necessary for contract management, training workshops were organised in land surveying, soil testing, tender regulations and procedures, certification of works, and computer appreciation.
- A set of office equipment, a pick up for transport, and a set of soil testing equipment were provided to each of the 5 CMUs to facilitate their operations.

5.1.2 Assist councils to establish and implement routine and periodic maintenance programmes for the roads rehabilitated as well as recently rehabilitated gravel roads in the Districts (OUTPUT 1.3)

The project has facilitated on the job training for Directors of Works in preparation of annual programmes for road maintenance. The tender documents for the year 2000 for routine
maintenance of roads rehabilitated by councils with the support of the Project were finalised and submitted to MLGH for approval in September 2000.

With the assistance of the project, Directors of Works have in the last two years prepared annual road maintenance programmes for the years 1999, 2000 and 2001. DoWs have also participated in the preparation of tender documents for the year 2000/2001 National Urban and Feeder Roads maintenance programme managed by FRP through an Agreement with MLGH. The tender documents were submitted to MLGH on 8th January 2001.

5.1.3 Establishment of contract management systems (OUTPUT 1.4)

The shift from force account to contracts demands the introduction of an efficient system for contract management to facilitate the interaction between the contract partners. The project has tested and established contract management systems within the District Councils, including tender procedures, contract documentation and payment procedures. Thus standard documentation for preparing tender documents and payment certificates has been developed and successfully applied by contractors and CMUs in Eastern Province.

Further, guidelines for tendering and management of contracts have been developed and tested.

5.1.4 Establish monitoring and reporting systems (OUTPUT 1.5)

The project has established an effective monitoring and reporting system from site level to headquarters. In order to produce up-to-date details of contract performance in terms of manpower, equipment and materials inputs, production and unit costs, standard formats for recording and reporting site activities for contractors were developed. These include muster rolls, activity reports, pay-sheets, agreement forms, equipment and materials report forms, and weekly/daily planning forms.

Also a standard format for reporting progress on road contracts to DISS was developed for the CMUs. Electronic as well as hard copies of the reporting format have been given to each CMU in all 8 District Councils.

5.1.5 Training of National Roads Engineers (OUTPUT 1.6)

In co-operation with ILO two National Road Engineers (NRE) were recruited as a part of the TA team to the project, based in Eastern Province. These NREs received on-job training by the CTA to manage labour-based road rehabilitation and maintenance works.

NREs have received both formal and on-job-training in management of regional programmes for road maintenance. NRE 1 attended a two-week orientation course for labour-based road contract managers. NRE 2 attended the three-week course organised by Intech Associates in
Harare. They have also participated in a number of international workshops for labour-based practitioners. The duo has managed the project for the last 2 years (following the expiry of the CTA’s contract) under the direction of the Project Manager and has demonstrated the capacity to manage a regional programme for feeder road maintenance and rehabilitation.

5.2 Development of small scale labour based road contractors

5.2.1 Selection of contractors (OUTPUT 2.1)

A well-documented system for identification and selection of potential contractors was developed and has been established within the district technical departments.

The project developed objective criteria that were used in the selection of contractors sent for training at RTS in 1996 and has documented the full process of contractor selection and training. DDP is now in the process of applying these criteria with slight modifications to assess building contractors in all the 8 Districts.

A database is yet to be developed for all identified contractors using the same criteria.

5.2.2 Training of small scale labour based road maintenance contractors (OUTPUT 2.2)

13 out of 21 routine maintenance contractors who received training at RTS in 1996/7 were operational by the end of the year 2000. However, the project has proposed that suitable persons who worked for rehabilitation contractors who failed to perform during their trial contracts (and were thus excluded from further project support) should be engaged as maintenance contractors. The persons would thus be able to apply training previously received and the number of maintenance contractors could be increased.

5.2.3 Training of small scale labour based road rehabilitation contractors (OUTPUT 2.3)

10 small-scale contracting firms were to be developed to operate effectively as labour-based road rehabilitation enterprises. Approximately 25 site supervisory personnel from these firms were to be trained in the efficient planning, execution and management of rehabilitation works.

30 site supervisory staff from 10 road contractors received formal training at RTS and the 7 out of 10 small scale contracting firms who qualified for continuing support after the second trial contracts are still operational to date.

Further, formal and on-the-job training in equipment maintenance, business practices and
financial management were included in the credit management scheme managed by VIS. In 1999 VIS conducted 2 workshops in financial and business management although there was little follow-up. FRP took over this training responsibility and continued to provide on-the-job training to the rehabilitation contractors.

During the fourth quarter of 2000, the project engaged an expert to assess skills of rehabilitation contractors in business and financial management. Following the findings and recommendations of his report the project is arranging a training programme to address areas of concern.

The contractors have also received close mentorship and guidance from the FRP staff in implementation of road rehabilitation works and management of their firms.

5.2.4 Equipping of trained contractors (OUTPUT 2.4)

7 small scale contracting firms and 25 maintenance contractors were to be equipped with light equipment and hand tools required for undertaking road rehabilitation and maintenance work financed by private financial loan agreements, initially using project capital funds.

The contractors who were identified and trained at RTS for the project did not have suitable equipment needed for use in labour-based road rehabilitation works. UNCDF and MLGH decided to procure seven sets of equipment and hand tools using part of the Feeder Road Rehabilitation Fund. However, since all funds under this Feeder Road Fund were to be spent on road rehabilitation works, MLGH decided to set up a credit scheme to facilitate the loan repayments by contractors. The Government further wished to pilot the development of the private sector credit scheme that could be used by small-scale contractors to procure equipment in future.

The total equipment loan package to each contractor amounting to USD 134,000 was designed to be liquidated in four years (June 1997 - June 2001. Table 2 gives the list and cost of the equipment given to each contractor. The total loan package for all seven contractors was USD 937,000.

It was initially planned that a private firm would be in place to manage the credit scheme at the start of the trial contracts but it was not until July 1998 that the contract was signed between MLGH and Village Industry Service (VIS) a local NGO. In order to facilitate paying back of the equipment loan in the absence of the credit management firm, the Feeder Roads Project designed and managed a hire agreement. The contractors paid back to the Project a total of USD 119,106 through this arrangement.

Following a lengthy tender process, VIS was selected and signed the contract with MLGH on
17th July 1998. The contract documents were prepared with the help of ILO Geneva.

Table 2: Equipment list procured for rehabilitation contractors (all in USD)

<table>
<thead>
<tr>
<th>Item</th>
<th>Quantity</th>
<th>Price</th>
<th>Item</th>
<th>Quantity</th>
<th>Price</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water pump</td>
<td>1</td>
<td>839</td>
<td>Stone crusher</td>
<td>1</td>
<td>1,471</td>
</tr>
<tr>
<td>Trailer</td>
<td>3</td>
<td>12,696</td>
<td>Culvert moulds</td>
<td>3</td>
<td>5,100</td>
</tr>
<tr>
<td>Waterbowser</td>
<td>1</td>
<td>4,460</td>
<td>Concrete mixer</td>
<td>2</td>
<td>800</td>
</tr>
<tr>
<td>Tractor</td>
<td>2</td>
<td>46,779</td>
<td>Handtools</td>
<td>Set</td>
<td>5,293</td>
</tr>
<tr>
<td>Pick-up</td>
<td>1</td>
<td>21,981</td>
<td>Tractor tools</td>
<td>Set</td>
<td>667</td>
</tr>
<tr>
<td>Smooth roller</td>
<td>1</td>
<td>4,759</td>
<td>Survey equipment</td>
<td>Set</td>
<td>1,587</td>
</tr>
<tr>
<td>Vib roller</td>
<td>1</td>
<td>11,535</td>
<td>Logistics</td>
<td>LS</td>
<td>13,658</td>
</tr>
<tr>
<td>Auto hitch</td>
<td>2</td>
<td>2,300</td>
<td>Total investment:</td>
<td>133,925</td>
<td></td>
</tr>
</tbody>
</table>

The agreement provided for two major outputs:

- Firstly, VIS was expected to support contractors in upgrading their business management skills so as to prepare them for competition after phasing out of the Project,
- Secondly, VIS was mandated through this agreement to collect equipment loans on behalf of the Ministry and to remit the loan Principal to the Feeder Road Fund of the Project at the end of every quarter. The interest charged at 1% per annum was paid to VIS to cover their expenses and fees for the assignment. VIS took over a total loan Principal of USD 818,369 and produced 30-month loan schedules for all contractors.

The performance of VIS in training contractors was not satisfactory and the situation was no different in management of the loans. VIS failed to achieve satisfactory performance in loan recovery and contractors ended up accruing huge arrears. Several times through meetings with VIS management and the Project, advice was given to improve their performance. In April 1999 ILO commissioned a consultancy to assess performance of VIS. The report by Peter Rademaker, noted that VIS were incapable of managing the credit scheme and recommended that the agreement be terminated. However, VIS requested for some time so that they could improve their performance. They made some changes in management structure in response to proposals by the project. However, these changes yielded insignificant results.

By end of December 1999, arrears had accrued to USD 94,855 and worse still, VIS failed to remit to the project a total of USD 77,966 which they had collected from the contractors in the previous quarter. VIS also failed to service the advance given them by the Ministry from the same Feeder Road Fund, which VIS used to procure two vehicles and office equipment. In order to address the situation, MLGH decided to suspend the Agreement in January 2000.
and transferred responsibilities to FRP. On May 10th 2000, the Ministry finally terminated the contract with VIS.

Following the take-over of responsibilities in January, the project managed to bring all contractors on course with loan repayments by the end of December 2000 and 92% of the total loan has now been recovered.

5.3 Improve access to highly productive agricultural areas

5.3.1 Road rehabilitation and maintenance (OUTPUT 3.1)

By the end of the project life approximately 480 km (revised from 580 km by the MTR of 1998) of selected feeder roads were to be rehabilitated and at least 700 km under regular routine maintenance in the Province by contracts using labour-based methods to a standard providing all weather access throughout the year.

Out of the targeted 700 km, only about 400km of road network has been maintained using labour-based methods by the end of 2000. The low delivery on this target is as a result of failure to commission road maintenance programmes in 1997 and 1998 by MLGH and NRB due to lack of funds. Further, the preparation of the year 2000 programme only took off in October that year. With delays expected during the tender process, it is not likely that DISS will be able to commission new contracts before end of June 2001.

By the end of 2000, a total of 358km out of the revised target of 480km have been rehabilitated at an average cost of USD9,000/km. It is not likely that the project will meet its intended target due to increased costs.

5.3.2 Criteria for road selection and ranking (OUTPUT 3.2)

To facilitate an objective transparent process for selection of roads for rehabilitation and maintenance the project was to develop and install a road selection and priority ranking criteria introduced, based on road condition inventories, traffic counts and key socio-economic data such as agricultural production.

FRP developed formats for road condition inventories and traffic counts, which have been used by councils for collection of field data prior to contract preparation. However, a comprehensive database was not developed because DISS, with technical assistance from GITEC, has carried out road condition and inventory surveys and developed a ranking system for all feeder and urban roads in the country. The data has been processed into maps and booklets using the GIS system and this is now being used by councils in Eastern Province for selection of roads for road maintenance interventions.
5.4 Create direct employment in the rural communities

5.4.1 Employment Generation (OUTPUT 4.1)

A total of approximately 900 000 worker days of direct employment should be created during rehabilitation and maintenance works undertaken by the private sector contractors.

A total of 73,464 worker days have so far been generated through maintenance activities. 75% of total contracts for routine and enhanced road maintenance were funded through the Road Fund.

The total number of worker days generated by road rehabilitation works from inception of the Project to end of 2000 was 746,627. Furthermore, a total of ZK 2.065 billion has been paid out in community wages thereby contributing directly to poverty alleviation.

6. MAJOR FINDINGS

6.1 Notes on District Capacities

Comparisons were made of district financial and technical staffing situations in June 1998 and March 2001. Unhappily the overall picture has not improved and was manifested in workers of 4 out of the 8 districts in Eastern Province being on strike for most of this consultancy period for non-payment of salaries (see table 3).

Table 3: Delays in salary payments in EP

<table>
<thead>
<tr>
<th>District</th>
<th>Delay in payment of salaries in months</th>
<th>Strike</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1998</td>
<td>2001</td>
</tr>
<tr>
<td>Chipata</td>
<td>3</td>
<td>10</td>
</tr>
<tr>
<td>Chadiza</td>
<td>11</td>
<td>6 - 7</td>
</tr>
<tr>
<td>Katete</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Petauke</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>Nyimba</td>
<td>4 - 7</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mambwe</td>
<td>2</td>
<td>5 - 6</td>
</tr>
<tr>
<td>Lundazi</td>
<td>3</td>
<td>1 - 2</td>
</tr>
<tr>
<td>Chama</td>
<td>18 - 20</td>
<td>24 +</td>
</tr>
</tbody>
</table>

It is reported that Chama District Council has had to seek legal protection against seizure of council assets by bailiffs; some senior personnel in other districts are living ‘on allowances’. The staffing situation is, not surprisingly, equally poor (see table 4).
### Table 4: Staffing situation in the CMUs of the districts in Eastern Province

<table>
<thead>
<tr>
<th>District</th>
<th>Director of Works</th>
<th>Deputy Director of Works</th>
<th>Assistant Director of Works</th>
<th>Roads Supervisor/Inspector/Foreman</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Estab</td>
<td>Actual</td>
<td>Estab</td>
<td>Actual</td>
<td>Estab</td>
</tr>
<tr>
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<td>1</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Chadiza</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Katete</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Petauke</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Nyimba</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Mambwe</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Lundazi</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Chama</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>8</td>
<td>7</td>
<td>8</td>
<td>4</td>
<td>8</td>
</tr>
</tbody>
</table>

Note: Some of the posts are temporarily vacant due to the absence of the person on training courses or extended sick leave - eg. Petauke Works Department is effectively one person, Director of Works.

In summary the outlook is bleak - vacancies unfilled, workers unfulfilled due to non-payment of salaries and resources, loss of the few staff in post, unpaid bills, little revenue collection and poor or non-delivery of even the most basic functions of council responsibility. Even the more successful districts (eg Petauke) suffer from extreme financial stress and limited service delivery (the situation may not be improved by the recent decision to increase allowances for senior staff).

#### 6.2 Re-structuring of District Councils

All councils interviewed during this consultancy stated their establishments were greatly overstaffed and that there were plans for restructuring and retrenchment of unnecessary staff. Estimates have been made at district and provincial of the costs of such a retrenchment exercise, in some cases combined with payment of salary arrears (see table 5).
### Table 5: Cost estimates for retrenchments in Eastern Province

<table>
<thead>
<tr>
<th>District</th>
<th>Estimated costs/millions K</th>
<th>Estimated costs/$</th>
<th>Estimated costs of retrenchment/per person</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Nos to be retrenched</td>
<td>Arrears</td>
<td>Retrenchment Payments</td>
<td>Total</td>
</tr>
<tr>
<td>Chipata</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Chadiza</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Katete</td>
<td>41</td>
<td>-</td>
<td>80</td>
<td>80</td>
</tr>
<tr>
<td>Petauke</td>
<td>9</td>
<td>-</td>
<td>24</td>
<td>24</td>
</tr>
<tr>
<td>Nyimba</td>
<td>19</td>
<td>80</td>
<td>80</td>
<td>160</td>
</tr>
<tr>
<td>Mambwe</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lundazi</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Chama</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Provincial Estimate</td>
<td>400</td>
<td>800</td>
<td>6000</td>
<td>6800</td>
</tr>
</tbody>
</table>

Some councils are already reducing staff numbers eg Petauke has reduced from 120 to 89 using its own resources - planned 6 per month; Katete is reducing at a rate of 1 to 2 each month depending upon revenue

While it is accepted that those councils interviewed may not be representative of all, the estimates made at provincial level for retrenchment appear to be of a different order of magnitude in terms of individual entitlements. It is suggested that further work is required to accurately estimate costs for Eastern Province as a whole.
Section 2:

Lessons Learned
Contractor and Consultant Development

&

EQUIPMENT
7. CONTRACTOR AND CONSULTANT DEVELOPMENT

- FRP has shown that it is possible to successfully train and develop LB contractors and consultants while undertaking rehabilitation and maintenance of feeder roads in a cost effective way, even during the training.
- In selection of candidates for contractor development entrepreneurial spirit or experience is proven to be a greater factor in eventual success then technical knowledge.
- Greater and earlier attention should have been paid to training and support in business and financial management.
- Further support and practice in tendering is required by the contractors.
- Due to the way in which contracts are packaged LB contractors are in direct competition with (usually larger) PB contractors to the disadvantage of the (smaller) LB contractors. More appropriate packaging is suggested such that contracts may be more accessible to smaller contractors.
- Adequate supervision is essential in order for the contractor to execute good quality work.
- The contractors trained under FRP express disquiet at the prospects of continuity of work after the end of FRP although it appears highly likely that other opportunities exist were these contractors willing to work outside Eastern Province. It was never intended that FRP would be a source of never-ending work for these contractors.
- While the seven local consulting firms have received training in preparation of labour based road contracts the commissioning of such firms has been impeded by the relatively high fees and (particularly) subsistence compared with the modest value of individual works contracts.

8. EQUIPMENT

- The contractors would have appreciated greater consultation and involvement in the choice of equipment.
- Generally contractors considered the numbers of each item of equipment to be adequate although two of the more successful contractors commented that they could have benefited from more tractors and trailers.
- Although the contractors are all expected to pay off their loans by the end of the project period there is some concern that in some cases provision is not being made for eventual replacement of equipment by putting funds aside.
- Timely equipment maintenance is recognised by at least some of the contractors as
consideration should be given to provision of some limited equipment to future maintenance contractors (eg roller, transport).

The following is a more detailed evaluation per equipment item provided to the rehabilitation contractors:

- The pedestrian rollers (Benford) were not strong enough. The vibration and clutch mechanism rather than the Lister engine were weak.
- The water pumps were domestic pumps and rapidly broke down.
- The jaw crusher was generally satisfactory except for the harder granites. In this case there was a temptation to use a more amenable but brittle quartzite which probably led to the observed fragility and cracking of culverts rings observed on one site.
- The quality of the concrete rings was generally good and no problems were noted concerning the ring moulds.
- The trailers (3 nº) were generally satisfactory. Some comment was made by the contractors that hydraulic tipping or hitches would have been desirable, as would a jacking arrangement at the hitch. The balance of the Tinto trailers (2 per contractor) was such that excess weight was transferred to the hitch and casket (ie the axle was too far back).
- Many problems were reported with the Sabelli hitch, due to deviations from the well-proven design compounded by use of sub-standard materials.
- The MF 275 tractors (1x2WD and 1x4WD) were reported to be satisfactory although there was some comment that the 2WD had difficulty hauling heavy loads in wet weather.
- The dead weight roller performed well.
- The water tankers, too, suffered from problems with hitches and balance; the axles have been repositioned to overcome this problem.
- Original hand tool quality was good. Those contractors who purchased cheaper locally made replacement hand tools recognised that quality is worth paying for.
- There were some complaints concerning the Nissan pickup.
District Capacity Building and Institutional Support

TRAINING

Technical Assistance and Back-stopping
9. DISTRICT CAPACITY BUILDING AND INSTITUTIONAL SUPPORT

- Adoption of decentralisation policy would have been a significant factor in project delivery of enhancement of district capability and should be an important consideration in possible replication of the project elsewhere.
- The restructuring exercise, which was expected to take place during the project period, has not moved forward significantly.
- The very weak institutional, resources and financial position of most district councils have inhibited capacity building at district level.
- Councils have not fully understood the role of the project in establishing CMUs, which have been perceived as an external, project structure rather than having district ownership. This has been the result of the project adopting the inevitable project execution role. When the council works departments are eventually restructured perhaps a clearly defined role and terms of reference could be prepared for these units.
- Consideration should be given to some form of emergency response (eg to a washed out culvert) or prevention of imminent damage. Perhaps a small force account unit could be retained in the districts or provision made for funding of casual labour and equipment on a contingency basis as and when required to be directed by district technical staff.
- District Development Plans (DDPs) and Area Development Plans (ADPs) developed under District Development Programme should be used as a basis for planning feeder roads maintenance and rehabilitation.
- Community involvement in planning and execution routine maintenance of feeder roads should be encouraged. This is particularly relevant to the Community Road Programme under which NRB has pledged 2-3% of total budget to this modality of delivery.
- The district situation is encapsulated in the African proverb ‘A poor man has no friend except himself’

10. TRAINING

- Contractor training programmes consisting of classroom training followed by field training and two trial contracts, during which the contractors were supported and mentored by RTS and FRP, technically equipped the contractors.

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1 Proverb published in NCC Construction News Vol.1; Issue 11 & 12; Nov/Dec 2000 but without reference to district councils. This apposite linkage is suggested by the author of this report.
 RTS has proved to be an effective technical training provider to district staff and contractors. However, some district staff have received training simply because they were the only staff in post. The benefits of such training have, in some cases, been limited because assimilation or application has been poor due to aptitude and interest or education level. In some cases persons near to retirement were trained; while this training was ‘lost’ after a short while it is recognised that in many cases these older persons play a valuable role by virtue of their accumulated experience.

Although FRP has played an important role undertaking particularly on-site training, it has recognised that FRP is not a specialist training provider in itself. The project has arranged training and engineering input through specialist training providers such as RTS, Intech-Beusch and Norconsult. Any replication of FRP must recognise the need for extended training to be provided by outside institutions as well as the role of the project team itself.

The CTA and NREs proved effective on-the-job trainers of contractors and district personnel.

Due to continuing and serious loss of trained personnel (both districts and contractors) training in a particular issue should not be considered as a one-off operation, but rather as a recurrent process.

There was some early confusion concerning the contract formats to be used in the project. This impeded acquisition of knowledge and understanding on the part of the contractors. Standardised contracts for small scale works should be adopted by roads agencies and NRB.

Training as recommended in a 1998 consultancy report ‘Enhanced Training Programme for District Staff Forming Key-staff of CMUs’ would have been desirable, but was not implemented because of delays in council restructuring.

Likewise training of contractors in business and financial management as recommended by consultant Phinandra Adhikary should already have been initiated.

Attachment of civil engineering students from UNZA to FRP and contractors has benefited all parties while raising understanding and profile of FRP.

11. Technical Assistance and Back-stopping

Training of national road engineers by the CTA proved effective despite late recruitment of the national road engineers.

Technical backstopping by ILO (on behalf of UNDP and UNCDF) has been effective. GRZ has not been significantly involved in project backstopping.

Communication between all project stakeholders has not always been effective. This has impacted on project effectiveness.
Project Design

Credit Scheme

Project Execution
12. PROJECT DESIGN

✓ The project design combined outputs (e.g., km of road rehabilitated, numbers of trained contractors) that were largely within the project’s control with outputs (capacity building in the district councils) that were largely dependent upon conditions outside project control, such as the decentralisation process and provision of an enabling environment by higher institutions. Also it was not clear what was intended to be the primary output - capacity building or physical quantities.

✓ The project is designed for sectoral development and support which, in fact, only covers a part of the responsibilities of a district works department. It has proven to be neither practical nor desirable for a sectoral support project to have a separate identity. Capability in one sector is dependent upon wider council capabilities.

✓ Similarly, it would have been preferable to have the point of entry through the council secretaries/town clerk level of the council, not through department heads (i.e., sectoral management level) such as Director of Works. Whether, in fact, the district is necessarily the correct level for all functions involved in feeder road management, is discussed below.

✓ Permitting the developing contractors to undertake contracts outside FRP was a valuable learning experience. This should have come earlier in the project and should have been included in the project design. This would have permitted project guaranteed funding to be phased out gradually while the contractors gained commercial and tendering experience bidding for outside jobs with back-up and support of the project for their tendering efforts.

✓ The project approach and tender documentation developed through RTS and ILO has been accepted and adopted by other projects such as EEOA, IFAD, ZAMPIP, NRB.

✓ It was assumed that the Directors of Works would have a much greater level of knowledge and experience than was actually the case and thus they were not included in the original training programmes. This assumption later had to be revisited and many of the DoWs received training under the project.

✓ The Feeder Roads Section (DISS) was intended to play a significant role in the project execution. In fact this did not take place. FRP was implemented as an independent pilot project and thus potential experience, understanding and institutional appreciation was partly lost to central technical administration. The project design should have clearly set out the roles and responsibilities of the various stakeholders including the institutional links and ‘parentage’ of the project (although it is noted that DISS was actually established after FRP had started; some little time elapsed before DISS was operational).

✓ Council funding from whatever source (including NRB) was assumed would be
adequate to cover their operations including feeder road maintenance activities. This was a major error. Similarly, although not explicitly stated, it is presumed that it was expected that decentralisation and restructuring would be implemented during the project period.

✓ Appointment of an MLGH Project Manager has advantages and disadvantages. Knowledge and experience may be retained in MLGH but on the other hand the Project Manager is not necessarily well placed to undertake hard negotiations with GRZ institutions.

✓ A draft exit strategy for project support to all project components should have been included in the project design. This exit strategy should have included phased hand-over of responsibility, including (in some districts) financial contribution.

✓ Consideration should be given to the modality of disbursement of donor funds (disbursed by UN donor agency/GRZ?)

✓ Verifiable indicators other than km of road rehabilitated and under maintenance should be considered. Perhaps measures of accessibility or connectivity of a network as a whole should be developed?

✓ Baseline data should have been specified in more detail such that project achievements may be quantified on a wider basis.

✓ The time period adopted was insufficient, at least for the desired capacity building at district level, and FRP was conceived as a finite project (albeit linked to DDP). A programme approach may have been desirable.

✓ Project assistance should be given to the establishment of a contractors association for contractors trained under the project or encouragement to join existing representative bodies such as National Small Scale Contractors Association.

13. CREDIT SCHEME

✓ The selected credit management agency - VIS (it is understood that ZNTB declined to select the agency recommended by the ILO consultant opting instead for VIS) - did not perform well, either in financial management or training of contractors in business and equipment management. Further, these two roles should not have been combined in the first place.

✓ Small contractors have little access to credit (or bonds and insurances) without independent collateral as GRZ contracts are not recognised as having collateral value by financial institutions such as banks due to uncertainties over payment. On the other hand some banks recognise donor-funded contracts for credit purposes.

✓ Any similar future financial administration should be arranged with a reputable financial management body such as a bank, leasing agency or accountants.

✓ The agreement with the credit management agency had a number of flaws such that
when there was lack of performance or even default, the only recourse was to terminate the agreement without redress to the contractors.

✓ Fluctuations in the $/Kwacha exchange rate (effectively devaluation of the Kwacha) have had a negative impact on contractors’ profitability.

14. Project Execution

✓ LB methods of road construction have proven to be a viable and beneficial option in the Zambian context:

• There has been widespread comment on the relative quality of LB executed rehabilitation in comparison with PB executed rehabilitation; this was very clear where the two techniques were used on adjoining sections of the same roads. In this exceptional rainy season roads rehabilitated by LB contractors have shown significantly greater resistance to the extremely wet conditions than the sections rehabilitated by the PB contractor. Costs/km appear also to be comparable for the different methodologies although the LB costs are generally lower.

• A significant percentage of the monies spent on road rehabilitation and maintenance has been paid out in the form of wages to local workers, thus directly alleviating poverty and stimulating the local economy

✓ FRP paid detailed attention to provision of drainage structures and ditches in construction and maintenance; this has been shown to be a wise investment in these exceptional rains that have occurred in 2000/2001. That being said;

✓ Scour checks should be a general feature of feeder roads and on FRP roads greater attention should have been paid to spacing of scour checks in longitudinal ditches.

✓ There have been some washouts around the sides of vented fords and drifts executed by FRP due to overtopping in these heavy rains. The designed flat top surface to these structures tends to facilitate water running around the sides of the structure with the resulting erosion. An armoured dished section is suggested which could accommodate overtopping by channelling water in this protected location.

✓ Adequate planning of operations has been shown to be an essential feature of feeder road management. In particular, connectivity and network considerations are important concepts (simply stated, rehabilitate roads that connect to other roads that are themselves passable).

✓ An analysis of the relative efficacy of different design standards and techniques is a valuable lesson learned for potential replication. Particular attention should be paid to cost-effectiveness and calculation of all costs involved in rehabilitation and maintenance in order to obtain a cost/km, which fully identifies all direct and indirect costs.

✓ Very careful consideration should be given as to exactly what type of work is
intended to be undertaken by heavy equipment on feeder roads, especially in wet weather. Rather than improving the condition of the roads thus treated, there is ample evidence in Eastern Province of roads actually being damaged by either ill-considered or poorly executed plant based operations.

In contrast to the contract procedures followed by the project, there is a lack of knowledge and ownership at the district level of centrally processed contract works. For centrally procured works, the districts, after sending off the proposals for roads to be treated, have no knowledge of, or involvement in the procurement process, nor of monitoring or control of the works. The first indication of progress is the arrival of a contractor (sometimes a ‘stranger’ from another province) at some location who often undertakes works which are not as requested locally.
Wider Institutional Issues

&

Sustainability
15. **Wider Institutional Issues**

- Counterpart funding has been released intermittently and in limited sums only. Only a small percentage of the committed GRZ counterpart funds was actually received by the project and the executing districts. This has had a negative impact on the establishment and operations of the CMUs, which should have received funds for operations and routine maintenance activities. Development of maintenance contractors was thus hampered. This situation was compounded by NRB funds being redirected to urban roads in Lusaka.

- There is wide appreciation in Eastern Province of the relative benefits of LB techniques and development of local contractors in terms of recognition of employment generation, local ownership and responsiveness. District and provincial institutions in Eastern Province have unanimously requested continuation of FRP activities. Other provinces have also expressed a wish to host a similar project and it is reported that in most provinces there are few, if any, LB contractors - replication of FRP as a national programme was suggested during the de-briefing meeting at MLGH.

- Decentralisation is essential. Installation of recently proposed Provincial Local Government Engineers under DISS could have a significant impact on sustainability. Similarly, the proposal to engage national consultants for 3 year contracts of programme preparation and supervision could have a significant impact on sustainability, provided they work with and through the districts. (It is strongly suggested that a condition of these longer term contracts would be that a provincial office be established by the consultant so as to avoid excessive travelling allowances and reimbursables that, in the past, have been a significant percentage of the value of smaller maintenance contracts).

- Procedures for contract preparation, payment and programme preparation which involve districts, MLGH /DISS and NRB are a major source of delay and impede progress (late payment of LB contractors is a killer). At present the preparation cycle for small contracts is over 2 years; considering that many of these relate to routine maintenance which should be a yearly activity, it is easy to see at least one reason for maintenance not being carried out. Also, it is reported that funding earmarked for feeder roads was eventually spent on other road categories because of the delays in receiving suitable contracts for works on feeder roads.

- Major institutional stakeholders (such as NRB, MLGH) should consider further clear policies towards LB techniques and development of local contractors. There are stated to be over 450 indigenous contractors, including LB contractors, in Zambia. It is suggested that this vastly overstates the number of trained, functioning contractors of adequate capability to construct good quality work.
There is no issue of LB or PB works; the issue is selection of the correct mix of plant and labour to effect a cost-effective, appropriate solution of good quality which at the same time maximises employment generation. There is more than adequate potential for appropriate approaches in response to the needs of the feeder roads network in Zambia for the foreseeable future.

Consideration should be given as to whether the district level is the optimal level for all feeder road management functions. Planning is certainly a function of district level and below. Similarly, condition survey, identification of necessary works and estimation of quantities for maintenance is probably best undertaken using local knowledge at this level, as is supervision of maintenance works. However, FRP continues to act in a co-ordinating role, backstopping districts and undertaking contract preparation and procurement for consultants and contractors on behalf of the districts. It is suggested that this split level of technical management may be desirable (and this is recognised in the proposal to recruit consultants on 3 year contract as noted above). Also, this modality may be less dependent upon restructuring of district councils as a pre-requisite for ultimate sustainability.

It is understood that ZNTB have previously issued waivers raising the limit on contract values that may be within the competence of PTBs such that contracts to that raised value may be processed at provincial level. A more general application of this principle (say to K200 or 300 million) would permit provincial administration of most LB rehabilitation and maintenance contracts. A similar waiver of lower value could enable districts to administer some maintenance contracts. The workload of DISS would thus be eased significantly and the contract cycle shortened. The proposal for appointment of consultants on 3-year contracts for each province could, with appropriate TORs, permit appropriate monitoring and transparency of these processes.

16. SUSTAINABILITY

Sustainability is the major issue. This is largely dependent upon GRZ financial and institutional capacity at central, provincial and district levels. Only very limited funds have been released though NRB for feeder roads maintenance. It is understood that this is largely due to delays resulting from processing of contracts involving many players (ie districts, DISS, ZNTB, PTB, NRB). Continued and increased availability of NRB funds (from the Road Fund) for maintenance is a pre-requisite for sustainability. NRB is now funding consultancy preparation and supervision of maintenance programmes on behalf of the districts and DISS, to speed up this process.

District capabilities and technical management of the feeder road network as a whole are crucial to sustainability. Implementation of decentralisation policies is essential. In addition increased provincial capacity may play a major part.

Small contractors cannot flourish, or even survive, if an enabling environment cannot
be created for their relatively modest operations. Measures to contribute to this environment could include:

- simpler tender and contract documents,
- streamlined payment and contract procurement procedures,
- suitable packaging of contracts,
- registration and qualification procedures for small contractors that are fair and transparent and have a requirement for recognised training, and
- perhaps allocation of an agreed proportion of maintenance budgets reserved for small LB contractors.

✔ It is suggested that NCC should take over the role of registration and qualification of contractors at the earliest opportunity. Should there be statutory complications that prevent this action then it is understood that MLGH, which at present uses the register of contractors presently maintained by the Roads Department, could within existing competence, set up and institutionalise a separate registration system. The requirements of the Roads Department tend to be for larger contract values and scope of work compared to most MLGH contracts. MLGH has stated at the highest level its support for small national contractors including LB contractors; this register could be a valuable opportunity for MLGH to manifest this support.
Section III:

Options for Action
## 17. Safeguarding Project Achievements in Eastern Province

<table>
<thead>
<tr>
<th>Assumption</th>
<th>Option</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project targets achieved</td>
<td>1</td>
<td>Do nothing - FRP closes 30.06.01</td>
</tr>
<tr>
<td>Project funds remaining after 30.06.01 or additional funding available from present funding agencies</td>
<td>2</td>
<td>Extend project (existing funding agencies)</td>
</tr>
<tr>
<td></td>
<td>2a</td>
<td>Extend TA only</td>
</tr>
<tr>
<td>2b</td>
<td>Extend full FRP operations</td>
<td>UNCDF funds for capital works now exhausted; future thrust of UNCDF support may be altered - identification mission mid-2001. Continuation of support to contractors works not necessary?</td>
</tr>
<tr>
<td></td>
<td>2c</td>
<td>Engage consultants at provincial level</td>
</tr>
<tr>
<td>Other funding source available</td>
<td>3</td>
<td>Extend project (new funding agency)</td>
</tr>
<tr>
<td>3a</td>
<td>Extend TA only</td>
<td>Assimilation in DDP? Possible inclusion in other projects or co-funding eg ZAMSIF, NRB?</td>
</tr>
<tr>
<td>3b</td>
<td>Extend full FRP operations</td>
<td>Continuation of support to contractors not necessary? Training and support to new contractors (it has been suggested that additional contractors are required in Eastern Province)?</td>
</tr>
<tr>
<td></td>
<td>3c</td>
<td>Engage consultants at provincial level</td>
</tr>
<tr>
<td>Need for extended support - assumed to be national funding mechanisms, funding agency or co-funding</td>
<td>4</td>
<td>Support to districts by other modality</td>
</tr>
<tr>
<td>4a</td>
<td>Engage consultants at provincial or district level</td>
<td>Plans to engage national consultants for 3 programme year preparation and supervision of maintenance funded by NRB. District capacity to monitor and supervise consultants very limited. Preparation of contracts and engagement of consultants by DISS? (See also 4c)</td>
</tr>
<tr>
<td></td>
<td>4b</td>
<td>PRE supports districts</td>
</tr>
<tr>
<td>4c</td>
<td>Proposed PE (MLGH) posted in PLGO office supports districts</td>
<td>Not known when appointment to be made, nor TOR or resources/capability of office. Proposal currently being considered by Cabinet office. To cover all DWD functions.</td>
</tr>
<tr>
<td>4d</td>
<td>PDW (DW Petauke) supports districts</td>
<td>Although PDW currently supports neighbouring districts there are very limited resources and even this level of support is difficult as the PDW has his own DW functions to perform.</td>
</tr>
<tr>
<td></td>
<td>4e</td>
<td>FRP acts as consultant at provincial level</td>
</tr>
<tr>
<td></td>
<td>4f</td>
<td>Provincial CMU under national roads authority</td>
</tr>
</tbody>
</table>
**New targets identified**

| 5 | New project | Possible consideration by UNCDF identification mission mid-2001? FRP technical assistance component may be component of wider support to district councils including restructuring of councils - extended DDP? Includes capital support or training of more LB contractors in Eastern Province? |

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### 18. Replication Outside Eastern Province

- **✓** An over-riding assumption throughout is that lessons learned from FRP are incorporated in the project design of any further projects involving complete or partial replication.

- **✓** It is suggested that whatever modality is adopted and installed for (feeder) road administration, there will be involvement of the different levels of administration - community, district, provincial and central.

- **✓** It is thus proposed that replication would include training, support and capacity building at the community, district and provincial levels as appropriate to the involvement of that level in management of (feeder) roads.

- **✓** Whilst there are certainly some lessons learned from FRP which are relevant to central (feeder) road administration it is not suggested that these alone would be a viable basis for assessing project support to that level.

<table>
<thead>
<tr>
<th>Assumption 1</th>
<th>Assumption 2</th>
<th>Option</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Replication precedes restructuring of councils</td>
<td>Replication of sectoral programme - training of contractors, consultants, km of road rehabilitated and under maintenance plus capacity building in feeder road management appropriate for community, district and provincial levels</td>
<td>1</td>
<td>Replication of all FRP concepts</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1a</td>
<td>Independent sectoral project and support</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1b</td>
<td>Project part of broader project of council development and support</td>
</tr>
<tr>
<td>Capacity Building</td>
<td>Emphasis on or exclusively appropriate district/community/provincial capacity building for feeder road management</td>
<td>2</td>
<td>Project for replication of and extension of capacity building efforts</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2a</td>
<td>Independent sectoral project and support</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2b</td>
<td>Project part of broader project of council development and support</td>
</tr>
<tr>
<td>Assumption 1</td>
<td>Assumption 2</td>
<td>Option</td>
<td>Comments</td>
</tr>
<tr>
<td>--------------</td>
<td>--------------</td>
<td>--------</td>
<td>----------</td>
</tr>
<tr>
<td>on or exclusively contractor and consultant development plus km of road rehabilitated and under maintenance</td>
<td>3</td>
<td>Project for replication of contractor development plus km of rehabilitated and maintained feeder roads</td>
<td>Stated need to develop and train more consultants and LB contractors plus improve feeder road conditions in many provinces</td>
</tr>
<tr>
<td></td>
<td>3a</td>
<td>Independent sectoral project and support</td>
<td>Possible but sustainability would be compromised without collateral council capability to manage same</td>
</tr>
<tr>
<td></td>
<td>3b</td>
<td>Project part of broader project of council development and support</td>
<td>Not logical - the capability for managing such contractors must be available to councils. This capacity building would have to provided separately?</td>
</tr>
<tr>
<td>Replication of sectoral programme - training of contractors, consultants, km of road rehabilitated and under maintenance plus capacity building in feeder road management appropriate for community, district and provincial levels</td>
<td>4</td>
<td>Replication of all FRP concepts</td>
<td>Is there an immediate need for capability in these sectors? If so, can this wait for a possible extended period while decentralisation policy is implemented?</td>
</tr>
<tr>
<td></td>
<td>4a</td>
<td>Independent sectoral project and support</td>
<td>Although this was the FRP approach is it desirable or realistic to assume that one sector or one council department can be developed independently of rest of council functions and structure?</td>
</tr>
<tr>
<td></td>
<td>4b</td>
<td>Project part of broader project of council development and support</td>
<td>Care required that concentration of effort or resources on feeder roads produces imbalance within council structure</td>
</tr>
<tr>
<td>Capacity Building Emphasis on or exclusively appropriate district/community/provincial capacity building for feeder road management</td>
<td>5</td>
<td>Project for replication of capacity building efforts</td>
<td>Could cover all sectoral management (LB and PB contract management), including technology choice - but should this cover all functions of district works departments and not only road sectors?</td>
</tr>
<tr>
<td></td>
<td>5a</td>
<td>Independent sectoral project and support</td>
<td>Although this was the FRP approach is it desirable or realistic to assume that one sector or one council department can be developed independently of rest of council functions and structure</td>
</tr>
<tr>
<td></td>
<td>5b</td>
<td>Project part of broader project of council development and support</td>
<td>Feasible but without restructuring benefits could be limited as capacity building could involve wasted training efforts</td>
</tr>
<tr>
<td>Private Sector Development Emphasis on or exclusively contractor and consultant development plus km of road rehabilitated and under maintenance</td>
<td>6</td>
<td>Project for replication of contractor development plus km of rehabilitated feeder roads</td>
<td>Immediate need for capability in these sectors - cannot wait for extended period while decentralisation policy is implemented?</td>
</tr>
<tr>
<td></td>
<td>6a</td>
<td>Independent sectoral project and support</td>
<td>Possible but sustainability would be compromised without collateral council capability to manage same</td>
</tr>
<tr>
<td></td>
<td>6b</td>
<td>Project part of broader project of council development and support</td>
<td>Not logical - the capability for managing such contractors must be available to councils. This capacity building would have to provided separately?</td>
</tr>
<tr>
<td>Replication accompanies restructuring</td>
<td>7</td>
<td>Replication of all FRP concepts</td>
<td>Could be high funding costs if project covers payment of retrenchment plus road rehabilitation and acquisition of limited equipment for contractors?</td>
</tr>
<tr>
<td></td>
<td>7a</td>
<td>Independent sectoral project and support</td>
<td>Although this was the FRP approach is it desirable or realistic to assume that one sector or one council department can be developed independently of rest of council functions and structure?</td>
</tr>
<tr>
<td>Assumption 1</td>
<td>Assumption 2</td>
<td>Option</td>
<td>Comments</td>
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<td></td>
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<td>7b  Project part of broader project of council development and support</td>
<td>Care required that concentration of effort or resources on feeder roads produces imbalance within council structure</td>
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<td>8  Project for replication of capacity building efforts</td>
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<td></td>
<td></td>
<td>8a  Independent sectoral project and support</td>
<td>Although this was the FRP approach is it desirable or realistic to assume that one sector or one council department can be developed independently of rest of council functions and structure</td>
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<td></td>
<td></td>
<td>8b  Project part of broader project of council development and support</td>
<td>Feasible but without restructuring benefits could be limited as capacity building could involve wasted training efforts</td>
</tr>
<tr>
<td></td>
<td></td>
<td>9  Project for replication of contractor development plus km of road rehabilitated and under maintenance</td>
<td>Immediate need for capability in these sectors - cannot wait for extended period while decentralisation policy is implemented but this could be faster effectiveness than 6?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>9a  Independent sectoral project and support</td>
<td>Possible but sustainability would be compromised without collateral council capability to manage same</td>
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<tr>
<td></td>
<td></td>
<td>9b  Project part of broader project of council development and support</td>
<td>Not logical - the capability for managing such contractors must be available to councils. This capacity building would have to be provided separately?</td>
</tr>
</tbody>
</table>

**19. OTHER OPTIONS**

Certain restraints to feeder roads management are procedural. It is suggested that funding agencies could offer to support a series of inputs to assist and support institutions to address defined issues.

- **NCC/Roads Department**

An assessment could be done of the ‘over 450 indigenous small scale contractors, including LB contractors, in Zambia’^2^. This assessment should include resources, training, experience and financial situation in order to draw conclusions as to actual contracting capacity and the spatial distribution of this capacity in Zambia in the light of the planned needs for feeder road maintenance and rehabilitation in the coming 10 years. From this database an assessment of training needs could be produced. This exercise could also identify potential geographical areas for replication of FRP or other potential projects for development of small LB contractors.
• NCC/MLGH

Preparation of a contractor and consultant registration and qualification system specifically focussed on MLGH requirements including maintenance and rehabilitation contracts of relatively modest value. Preparation of any necessary statutory instrument. (This would be intended as an interim measure until such time as NCC is able to achieve the legislative competency to carry out national registration of contractors).

• MLGH

Project of technical assistance and support to the establishment and operation of the office of the proposed provincial MLGH Works Engineers in all provinces (the proposal to establish these posts is currently under consideration by the Cabinet Office).

• DISS

Periodic assistance to enable more rapid processing of contracts and payments (although it has to be stated that the situation could be eased if the current establishment of 9 engineers DISS to cover 9 provinces (ie 72 districts) were more often in post, many being absent on long time courses or travel).
Assistance to DISS to undertake needs assessments of resources for all responsibilities plus support to reorganisation as necessary (process consultancy).

• Other Agencies

There are plans to rehabilitate roads managed by other organs of GRZ. The use of LB techniques and small contractors may be especially favourable for some of these proposals (eg roads in national parks (Ministry of Tourism) where on environmental grounds alone, some sensitivity of approach is indicated).

20. NEXT STEPS

It is proposed to hold a workshop for key stakeholders in late May 2001 at which the lessons learned from FRP, options for future development and consolidation of achievements in feeder roads management will be debated. It is hoped that as a result of this workshop, consensus will be achieved on the way forward. Further development of the themes summarised in this briefing document will be undertaken in preparation for this workshop. Whilst the workshop should examine all relevant issues it is suggested that the focus should be on practical measures to facilitate maintenance and rehabilitation of feeder roads by small contractors.

RTS has only trained 7 rehabilitation contractors (FRP) and some 100 maintenance contractors; national targets under ROADSIP are 72 rehabilitation contractors and 300 maintenance contractors trained in LB methods.
LB contractors which do not in themselves require major institutional change or legislation, long time periods or impractical funding requirements.

FRP is due to end on 11.06.01. Some project activities will not be completed by that date and support to both contractors and districts will be necessary thereafter. In particular, district capacities have not generally developed as was intended such that they are not able to undertake all tasks involved in feeder road maintenance. It is thus recommended that FRP technical assistance should be extended, at this stage, until the end of 2001 to permit uncompleted activities to be undertaken, plus to consider further steps or support to feeder road management in co-ordination with the District Development Project. (It is understood that unspent funds are available from the existing FRP budget, which could, subject to re-allocation, be used to cover both salaries and operating costs).

The situation should be reviewed immediately after the workshop in May 2001 and, unless there is agreement for a further continuation of support or a new initiative resulting from the workshop, a clear exit strategy should be set out terminating support, at latest, at the end of 2002. (It is understood that for this period unspent funds from the existing FRP budget could cover salaries only; operating costs could only be covered by extension of DDP and inclusion of these operating costs in that budget).

Project proposals, based upon the findings and resolutions of the workshop, should be prepared for funding agency and GRZ consideration as soon as possible (and certainly before the end of 2001).

**21. CONCLUSIONS**

Radical change in the structure of national roads administration has been discussed for years. Action may or may not be imminent. Change, even if positive, will take some time to achieve objectives of sustainable responsive management of a reasonably maintained network. It is suggested that the feeder road network cannot afford to wait for eventual change. Action is required now to address issues, which although they would be part of a comprehensive re-organisation, may, with institutional goodwill and support, be addressed rapidly such that immediate benefits to this network could be seen within a relatively short time horizon. Also, correctly focussed actions would not be in conflict with eventual reorganisation and could assist this process by acting as pilot projects that could pave the way to ultimate aims.

FRP in Eastern Province has been a pilot project. There is a stated wish by MLGH to replicate this project in other provinces and this has been confirmed by a number of the other provinces. ROADSIP has a target of 300 maintenance contractors and 72 rehabilitation contractors trained in labour based methods. It is suggested that the achievements of FRP could be repeated elsewhere by incorporating lessons learned in the design new projects or programmes which would be complementary to and assist by the actions suggested above.
Section IV

Annexes
ANNEX A: TERMS OF REFERENCE

ILO/ASIST and The Government of Zambia

February 2001

Terms of Reference
for
Labour-based Feeder Roads Expert

To provide an overview of the institutional environment in which the Feeder Roads Project (FRP) in the Eastern Province of Zambia operates, to consolidate lessons learnt, and, based on the experiences from the FRP, to map out possible scenarios for future support.

1. The Feeder Roads Project
   1.1 Objective
   The Government of the Republic of Zambia with financial assistance of UNDP and UNCDF is implementing the Rehabilitation and Maintenance of Feeder Roads Project in Eastern Province. The project is designed to stimulate the agricultural production hence increase income and improve quality of life of the local population through rehabilitation and sustainable use of roads.

   1.2 Development objective
   To contribute to the sustainable economic development of the Eastern Province through the establishment of a comprehensive integrated strategy for rural infrastructure development, relying to the extent possible on locally available private sector resources and the capacity of the District Councils.

   1.3 Components
   The project will rehabilitate approximately 450 kilometres of feeder roads in Eastern Province through small scale local contractors that have been trained and equipped by the project, using labour-based technology;
   Maintenance contractors have been trained to ensure the long term maintenance of the rehabilitated roads in Eastern Province;
   Finally, the project strengthens the District Council’s capacity to be able to act as feeder road authority, and has trained local consultants in design and supervision of labour-based contracts

Traditionally, feeder road rehabilitation and maintenance was implemented on force account
by the Works Departments of district councils. To enable a shift from force account implementation to implementation by small contractors, the development of contractor capacity in the field of rehabilitation and maintenance of feeder roads has been a necessity. Small-scale maintenance contractors (13) and small-scale rehabilitation contractors (7) have successfully been trained and supported by the project. The District Councils play a key role in the implementation of this project. The enhancement of the capacity of the District Councils to act as road authorities is a prerequisite. The District Councils being the feeder roads authority in Zambia, act as client organizations whose responsibilities include: to select and prioritise roads, to prepare and sign rehabilitation and maintenance contracts and tender documents, to supervise and certify the works, to pay the contractors, etc. The District Works Departments are trained to act as contract managers in all these aspects.

1.4 Implementation arrangements
This project is executed by the Ministry of Local Government and Housing and implemented by the District Councils of Eastern Province. UNCDF funding amounts to $4,916,753.-, UNDP funding to $1,244,288.- and Government of the Republic of Zambia funding to $1,042,400.-. The International Labour Organisation is responsible for the technical assistance and engages two National Road Engineers on behalf of the MoLGH. The Roads Department Training School (RDTS) in Lusaka, through available UNDP funds, was contracted by the Ministry of Local Government & Housing to develop Labour-Based Feeder Roads Rehabilitation and Maintenance Contractor Capacity. The project initially trained 21 maintenance contractors, 10 rehabilitation contractors and 14 District Council road supervisors. The ILO, through a separate agreement funded by UNDP, is also providing technical backup and support services to the project.

The Feeder Roads Project operates alongside the District Development Project (DDP), also funded by UNDP and UNCDF, and having the same Project Manager. The DDP aims at developing the capacity within the districts to plan and manage public works, and involving communities in the process. The two projects, the FRP and the DDP, were designed to complement each other. With delays in implementation of the DDP this has not really been the case. However, the two projects are aiming to coordinate activities and work with the District Councils, and in theory should be seen as one complete project. While the DDP will run till the end of 2000, the Feeder Roads Project will come to an end in June 2001.

2. Project progress
At present project progress of the Feeder Roads Project can be summarized as follows:

10 rehabilitation contractors were initially trained at the Roads Department Training School in contract management, financial management and equipment maintenance. 7 were successful and are currently implementing their last set of full rehabilitation contracts under the project, located in six different districts. All 7 contractors received a full set of road rehabilitation equipment in November 1997.
21 labour based maintenance contractors were initially trained. 13 were successful and are currently engaged on maintenance contracts in five districts. The contracts are funded by the National Roads Board.

14 District Council supervisors were also trained at the Roads Training School in contract management and labour based techniques. They have continued to receive on-the-job training on certain contract supervision procedures.

12 local consultants from 7 firms received on-the-job training in contract preparation and supervision of labour based contracts. They were all given trial contracts to design rehabilitation works, and some of them continued to be engaged for supervision.

3 Previous Assessments of the Project
While the Mid-Term review from 1998\(^3\) states the project is highly relevant and is likely to achieve much of its target for road improvement, and at least some of its objectives of building up technical capacity, it concludes that the project is “highly likely to be rendered unsustainable, for reasons beyond the control of the Project”

Further, the findings by a consultant in 1998\(^4\), assessing district capacities to cope with the workload, were that “In Eastern Province district capacities are typically weak with lack of funding, unfilled vacancies, lack of resources, low staff morale, late payment of salaries, unpaid bills and high turnover of staff”

And that “In a wider perspective the revenue base and financial management systems of districts should be reviewed and linked with an examination of what reasonable level of GRZ support is required. The staffing establishment of districts as a whole should be reviewed.”

4 Purpose of the consultancy
It is against this background that it has been felt necessary to conduct a study that examines the present institutional environment and its constraints. To assess the willingness and readiness to improve the situation, and provide recommendations for the future, to safeguard that achievements in Eastern Province so far are not lost with the termination of present project support.

It is believed that there is willingness in Zambia today to build on the experiences from Eastern Province and possibly replicate some of the aspects of this project. However, there is a need to critically look at these constraints, as described above, and to find solutions or alternative routes and to provide recommendations to decision-makers and to any future

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\(^3\) Mid-Term Evaluation, Renato Schulz & Peter Bentall, Final August 24, 1998
\(^4\) Preparation of Enhanced Training Programme for District Staff, John Clifton July 1998
This study will not replace the formal Final Evaluation that will take place at the end of the project, and which will assess the project in detail against its objectives as per Project Document. This study should first and foremost look into the institutional arrangements that need to be put in place to avoid a complete collapse of project achievements so far. Therefore, the consultant will as much as assessing the project in general and its sustainability, be required to look beyond the project and assess factors that have a bearing on these types of projects.

The consultant is required to find out the status and strategies of various ministries and pending policies that will have a bearing on work at the local level and in the road sector. Such policies are for instance the Transport Policy and the Decentralisation Policy. Furthermore, the consultant is required to conduct wide consultations in the sector, i.e. beyond Local Government, with a view to come to some sort of conclusion and consensus of where Zambia is heading at the moment and in the longer term. Based on these findings the consultant will outline a few possible and realistic scenarios that can be implemented with the support of the various stakeholders within the ROADSIP Programme. To this end the consultant should recommend any practical long or short-term solutions that will assist sustain the outputs of the Project.

The consultant will meet with government officials at the different levels of government (district, province and central level) to assess their capacity and motivation. This assessment will be used to see if the officials can effectively perform the tasks that are assigned to them under the present arrangements or could be assigned to them under future arrangements.

The consultant is also requested to assess the situation for the trained contractors and their future and provide recommendations as to how these should be sustained in the competitive market.

The consultant’s findings will form the basis for further discussions and agreements in the sector on how to best build on the lessons learnt from Eastern Province. These can then possibly be turned into a new or continued support programme.

5. **Implementation strategy**

The consultant will arrive in Lusaka, where s/he will have a briefing meeting at the MoLGH. After the briefing and some initial discussions in Lusaka, the consultant will travel to Eastern Province. A briefing meeting at the project will result in the approval of a travel and meeting schedule that will plan the fieldwork of the consultant. After the fieldwork and debriefing at the project, the consultant will travel back to Lusaka, where meetings will be held with the MoLGH and other stakeholders in the road sector. The consultant will review relevant documentation, provided by the ILO and the project.
Meetings to be held:

- The consultant will meet with policy makers and practitioners in the Government structure to hear their views on the FRP and to discuss their ideas for the future of (labour-based) feeder roads rehabilitation and maintenance in Zambia in general and in the Eastern Province in particular.
- The consultant will meet with (some of) the trained labour-based contractors (rehabilitation as well as maintenance contractors) and visit their work on site to establish their capacity. S/he will discuss the challenges and opportunities the contractors see for the after project situation. The consultant will also interview representatives of the labour-based contractors association
- The consultant will meet with the project staff to discuss issues of present capacity in districts, contractor capacity, remaining challenges, way forward, etc. Persons to meet are the Project Manager, the Technical Advisor, and the National Roads Engineer.
- The consultant will meet with donors involved in the sector

Stakeholders in the roads sector to be met include but are not limited to:

- PS MoLGH, Director DISS-MoLGH, PS Eastern Province, Provincial Local Government Officer EP, Mayor of Chipata, Council Secretaries, District Administrators
- Project staff in Eastern Province
- Labour-based contractors and the labour-based contractors association
- Chairman and Executive Secretary NRB,
- National Council for Construction
- UNDP/UNCDF
- Ministry of Works and Supply, Director of Roads
- Officials and the principal of the Roads Training School
- Norwegian Embassy
- DANIDA,
- Smallholder Enterprise and Marketing Programme (IFAD),
- National Feeder Roads Trust
- The ILO
- EEOA (they have engaged our contractors and have used labour based contracting methods to rehabilitate roads in EP)
- Consultancy firms like Zuluburrow and Kiran Musonda that are using the technology in other programmes (DANIDA and EEOA)

Literature:
The consultant is requested to familiarise him/herself with available literature relating to the project and to implementation of (labour-based) work on the feeder road network in Zambia. In particular the Mid-Term Evaluation of the project and the Capacity Assessment of district council staff, both reports from 1998. The consultant will benefit from the study recently
done of the business and financial management capacity of the 7 rehabilitation contractors.

6. Outputs of the consultancy
The output of the consultancy will be a mission report:
1. Evaluating the capacity of the different officials and institutions involved in the rehabilitation and maintenance of feeder roads.
2. Describing the expectations and desires of the different stakeholders involved in the feeder roads sector.
3. Providing different possible scenario’s for institutionalisation of the lessons learned from the FRP, as well as possible follow-up activities to make these scenarios a reality.

7. Proposed conditions of contract
The consultancy will be implemented under the following conditions:
- Consultant will report to ILO/ASIST
- Planned start of consultancy: 8 March 2001
- Duration of consultancy: 15 days, weekends inclusive of which; 2 international travel days, 6 days fieldwork in Eastern Province (including travel to Eastern Province), and 5 days in Lusaka (inclusive travel back to Lusaka);
- Transport for work within the Province will be provided by the Project;
- During the briefing meetings in Lusaka details of the assignment will be discussed and agreed upon.
- Draft findings of the fieldwork to be submitted and discussed before departure from Chipata in a debriefing meeting with the project and the provincial authorities;
- A draft report is to be submitted and discussed in a debriefing meeting at the MoLGH in Lusaka, attended by the Ministry staff, the ILO, other stakeholders.
- The final draft report, incorporating the comments made during the debriefing meeting, is to be submitted before departure from Zambia.
- Fee to be agreed, DSA at UN rates (130 US$ for Lusaka, 53 US$ elsewhere), air ticket reimbursable.

8. Qualifications and requirements
In order to ensure that the output of this consultancy will meet the requirements of the ILO, it is important that the consultant who will take up the assignment complies with following qualifications:

- First degree in Civil Engineering, Development Engineering, Development Studies, or related field with at least 15 years of recent active experience in development work, of which at least 5 in the labour-based road construction sector;
- Experience with institutional development and policy formulation;
- Experience in evaluation and programme design;
- Evidence of good reporting skills (previous documents);
- Ability to work under minimal supervision within a tight time schedule;
9. **Provisional time schedule**

Day 1: Arrival Zambia,

Day 2: Briefing meeting at the MoLGH and other meetings in Lusaka,

Day 3: Travel to Chipata,

Day 4-8: Briefing meeting and other meetings in Chipata, finalization of travel schedule to districts.

Visit of district councils, DAs, contractors, and project sites in the Province

Presentation and discussion of preliminary findings

Day 9: Travel to Lusaka

Day 10-13: Discussions in Lusaka and draft report writing

Day 14: Debriefing meeting in Lusaka

Day 15: Departure from Zambia
ANNEX B: ITINERARY JOHN CLIFTON

Wednesday 7th March 2001  Travel Faro - London - (Lusaka)

Thursday 8th March 2001  Travel (London) - Lusaka
Briefing meeting FRP, ILO/ASIST

Friday 9th March 2001  Meetings NRB, ILO, UNCDF, DISS, Local Governance
and Decentralisation Consultants

Saturday 10th March 2001  Travel Lusaka - Chipata

Sunday 11th March 2001  Meetings Deputy Provincial Minister, Permanent
Secretary, District Administrators, Provincial Planning
Officer, FRP

Monday 12th March 2001  Public Holiday
Visit to Lundazi District.
Meetings District Administrator, Director of Works
Site visits - Camber Construction, Sable

Tuesday 13th March 2001  Meeting Project Manager FRP, Deputy Director of
Works Chipata, Provincial Road Engineer, Chairman
LB Contractors Association
Site visits - Libean Contractors

Wednesday 14th March 2001  Meetings District Administrator Chipata, Provincial
Local Government Officer, Project Manager FRP
Travel Chipata - Katete
Meeting Council Secretary, Deputy Director of Works
Site visits - Rapid Construction
Travel Katete - Petauke

Thursday 15th March 2001  Meetings Council Secretary Petauke, Director of
Works, Mtondo Contractors
Travel Petauke - Nyimba
Meeting Director of Works
Site visit - Sable
Travel Nyimba - Lusaka

Friday 16th March 2001  Study of documents
<table>
<thead>
<tr>
<th>Date</th>
<th>Activity</th>
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</thead>
<tbody>
<tr>
<td>Saturday 17(^{th}) March 2001</td>
<td>Draft report writing</td>
</tr>
</tbody>
</table>
| Sunday 18\(^{th}\) March 2001   | Discussion of proposals  
                              | Draft report writing  
                              | Meeting Local Governance and Decentralisation Consultants |
| Monday 19\(^{th}\) March 2001    | Meetings DISS, ACEZ, Zulu Burrow, NRB, UNDP, NCC, DANIDA                |
| Tuesday 20\(^{th}\) March 2001   | Meetings Permanent Secretary MLGH, NORAD  
                              | De-briefing meeting MLGH                                               |
| Wednesday 21\(^{st}\) March 2001 | Meetings ILO/ASIST, RTS  
                              | Report writing                                                         |
| Thursday 22\(^{nd}\) March 2001  | Report writing  
                              | Wrap up ILO/ASIST  
                              | Travel Lusaka - (London)                                               |
| Friday 23\(^{rd}\) March 2001    | Travel (London) - Lisboa - Faro                                           |
ANNEX C: PRINCIPAL CONTACTS

UNDP
Lebogang Motlana   Deputy Resident Representative
Gregory Chanda Chilufya  Programme Analyst - Governance (UNCDF)

ILO
Louis Ndaba-Hagamye   Director
Arjen During   Programme Officer (EIIP)

RTS
Carl Eric Hedstrom   Project Co-ordinator (CTA), Labour Based – COMPONENT (3), Road Sector programme

NRB
N.Gananadha   Executive Secretary
Mark Stephens   Scott Wilson Consulting Engineers

MLGH
O.M.M.Banda   Permanent Secretary
Peter Lubambo   Director DISS

FRP
Alfred Sakwiya   Project Manager, ZAM/93/009, ZAM/93/CO2
Simon Tembo   Technical Advisor ZAM/93/009, ZAM/93/CO2
Fred Mwalusaka   National Roads Engineer, ZAM/93/009, ZAM/93/CO2

NORAD
Bjarte Hunnestad   Second Secretary Infrastructure

DANIDA
Sanne Ohlson   Minister Counsellor

NCC
Dr M.S.Mashamba   Executive Secretary

District Administrators
Helen Tembo   Chipata
Christine M.Chilipa   Chadiza
C.J.Nyrende   Mambwe
Mr Zimba    Lundazi
Mr Nkata    Chama

**Chipata Municipal Council**
Ronald Daka    Deputy Director of Engineering Services
Adamson Tembo    Administration Officer

**Katete District Council**
Job Phiri    Council Secretary
Monday Muwowo    Deputy Director of Works

**Nyimba District Council**
Stephen Nyerende    Director of Works

**Petauke District Council**
Andi Masenga    Council Secretary
Richard Ndhlavu    Director of Works

**ILO/ASIST**
Tomas Stenström    Technical Advisor (Harare)

**Zulu Burrow Ltd**
Levi Zulu    Managing Director

**Eastern Province Administration**
Hon. Levison Mumba    Deputy Provincial minister
William B. Silweya    Permanent Secretary
R.M. Burembya    Provincial Local Government Officer
Krispin Kamuna    Provincial Planning Officer
Richard Kasenga    Acting Deputy Provincial Road Engineer

**Eastern Province Labour Based Road Contractors Association (EPLBRCA)**
Isaac P. Manda    Chairman (Kawaye Chataya Contractors)

**LB Contractors**
Dan Zulu    Mtondo Building Construction
Agrippa Mwanza    Rapid Construction
Noble Kabwe    Camber Construction
Gilbert Phiri    Libean Contractors

**Institute of Development Studies, University of Sussex (SNV Consultants)** (Consultancy on Local Governance and Decentralisation in Zambia)
Dr Richard Crook
Dr James Manor
ANNEX D: LIST OF DOCUMENTS REVIEWED


Annual Report for the Year 2000, DD & FRP, Jan 2001

Annual Progress Report, FRP, Jan 2001


‘Poverty Alleviation through Improved Accessibility and Mobility’, MCT, Feb 2000


Review of the Zambia Road Sector Programme: Final report, Institute of Transport Economics, Jan 2001

Rehabilitation and Maintenance of Feeder Roads in Eastern Province: Mid-term Evaluation, Renato Schulz & Peter Benthall, Aug 1998

Draft Bankable Document, National Task Force for ROADSIP II, MCT/MWS/MLGH/MFED/MEWD/MT/EIZ/ACEZ/UZ/NRB

Preparation of Enhanced Training Programme for District Staff Forming Key-staff of Contract Management Units, John Clifton, July 1998

‘The Rationale’; Consultancy for Preparation of Year 2000/1 Road maintenance Tender
documents for Eastern Province, FRP, Jan 2001

‘Decentralisation of Road Administration’: Report on a field visit to Zambia, DFID, David Steidl & Richard Robinson, Jan 2000

‘Decentralisation of Road Administration’: Review of experience, DFID, David Steidl & Richard Robinson, Mar 2000


Consultancy on Local Governance and Decentralisation in Zambia: Inception Report, Richard Crook & James Manor, March 2001

The National Decentralisation Policy (Draft), Office of the President, March 2000

Assistance to a Project of the GRZ, Project Agreement ZAM/93/009, ZAM/93/CO2, UNDP/UNCDF/GRZ, July 1994

Agreement for Professional Services between GRZ and Norconsult (Zambia), Roads Department, MWS, April 1988


Training of Small Scale Contractors, Course Evaluation Report, Summary, RTS, April 1997