



REPUBLIC OF ZAMBIA

REPORT

of the

**COMMITTEE ON COMMUNICATIONS, TRANSPORT,
WORKS AND SUPPLY**

for the

**FIFTH SESSION OF THE NINTH NATIONAL ASSEMBLY
APPOINTED ON 19TH JANUARY, 2006**

PRINTED BY THE NATIONAL ASSEMBLY OF ZAMBIA

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REPORT OF THE COMMITTEE ON COMMUNICATIONS, TRANSPORT, WORKS AND SUPPLY FOR THE FIFTH SESSION OF THE NINTH NATIONAL ASSEMBLY APPOINTED ON 19TH JANUARY, 2006

Consisting of:

Mr D M Syakalima, MP (Chairperson); Mr Y H Banda, MP; Mr V M Mooya, MP; Ms C Namugala, MP; Mr I M Phiri, MP; Mr A Sejani, MP; Mr G M Samukonga, MP; and Mr H K Sinkala, MP.

The membership of your Committee was reduced to seven following the appointment of Ms C Namugala, MP, to a Ministerial position.

The Honourable Mr Speaker
National Assembly
Parliament Buildings
Lusaka

Sir

Your Committee have the honour to present their Report for 2006.

Functions of the Committee

2. In accordance with the National Assembly Standing Orders, the functions of your Committee are to:
 - (a) study and report on the mandate, management and operations of the Ministry of Communications and Transport and the Ministry of Works and Supply and carry out any other duties assigned or referred to them by the House pertaining to the activities of the said ministries;
 - (b) carry out detailed investigations or scrutiny of certain activities being undertaken by the ministries and make appropriate recommendations to the House through reports for ultimate consideration by the government;
 - (c) consider, in detail, the annual reports of the agencies and/or departments under the Ministry of Communications and Transport and the Ministry of Works and Supply; and
 - (d) consider any Bills that may be referred to them by the House.

Meetings of the Committee

3. Your Committee held fourteen meetings during the year under review.

Committee's Programme of Work

4. During the year under review, your Committee's programme of work was as follows:
 - (a) consideration of the Action-Taken Report on the Committee's report for 2005;
 - (b) study of the maintenance and rehabilitation of Government Buildings; and
 - (c) study of the maintenance and utilisation of Government vehicles.

Your Committee's Report is in four parts. Part I is the consideration of topical issues. Part II is the consideration of the Action-Taken Report on the Committee's Report for 2005. Part III is the consideration of the Action-Taken Report on the Committee's Report for 2004, and Part IV is the consideration of the Action-Taken Report on the Committee's Report for 2003.

PART I

CONSIDERATION OF TOPICAL ISSUES

TOPIC 1

5. MAINTENANCE AND REHABILITATION OF GOVERNMENT BUILDINGS

Your Committee had requested witnesses to avail them with information on the maintenance and rehabilitation of Government buildings, specifically addressing the following issues:

- i) Government's policy regarding maintenance of Government buildings;
- ii) how often maintenance works are carried out on these buildings;
- iii) the problems faced in maintaining and rehabilitating these buildings;
- iv) current status of all Government buildings; and
- v) what the cost of maintaining these buildings has been the past three years.

Your Committee received submissions on this subject from the Ministry of Education; the Ministry of Science, Technology and Vocational Training; the Ministry of Finance and National Planning; the Ministry of Works and Supply and the Engineering Institution of Zambia.

SUBMISSIONS BY STAKEHOLDERS

5.1 MINISTRY OF EDUCATION

Government Policy

The Permanent Secretary informed your Committee that the maintenance of buildings has always been a policy of Government since independence. The task of maintenance of all Government buildings has always been the mandate of the Public Works Department (PWD) under the Ministry of Works and Supply. Due to lack of capacity and adequate resources in the Ministry of Works and Supply, Government departments had taken over the maintenance of buildings. Maintenance of Government buildings had become a big problem for all Government departments as well due to limited budgetary allocations. This was compounded by the fact that there were no budgetary provisions for maintenance after construction stage of most of the Government buildings.

He stated that in the Ministry of Education, all high schools constructed after independence had provision for employment of caretakers to carry out periodic maintenance of the schools and other buildings. This also applied to the universities and other training colleges constructed afterwards. However, the scarcity of resources following the economic recession of the late 1980s posed a serious constraint regarding building maintenance.

Currently, the Ministry of Education, with the assistance of cooperating partners, allocates funds (though not adequate) for maintenance of all the institutions under its umbrella. Under the Sector Plan, 25% of the quarterly grants to individual institutions are meant for maintenance and/or infrastructure development depending on the priority of the institution. However, on the overall, 5% of the budgetary allocations to infrastructure development accounts for maintenance of school infrastructure.

The Permanent Secretary further informed your Committee that due to lack of regular maintenance for a long period of time, most buildings have deteriorated to a state of disrepair and they now require either rehabilitation or replacement. As a result of this state of affairs, the Ministry of Education has to attend to repairs of blown off roofs on an emergency basis due to adverse weather conditions on a yearly basis. This consumes resources for planned maintenance. This scenario creates a great challenge for the Ministry in light of inadequate resources and increased population of school going children.

From the above, it is clear that the major hurdle in the maintenance of Government buildings is lack of adequate resources. However, with the attainment of the HIPC completion point it is hoped that more resources will be allocated for building maintenance, rehabilitation, and new construction.

Frequency of Maintenance Works

Your Committee learnt that maintenance works are carried out when need arises and the scope of works are decided upon by the Heads of the institutions according to the available resources. A maintenance team headed by the caretaker for the institution carries out the works. Most institutions planned and budgeted for maintenance, but the frequency depended on available financial resources. At present, the Ministry of Education under the Sector Plan, is occupied with rehabilitation and upgrading of infrastructure in most institutions before engaging in definite maintenance programmes. As stated earlier, allocated quarterly grants, sufficed for small maintenance works.

Problems faced in maintenance

The Permanent Secretary said that the major constraint in the maintenance and rehabilitation of buildings and infrastructure in general, are lack of adequate resources. In terms of technical expertise, the Ministry of Education has employed Assistant Building Officers at district level to supervise the maintenance, rehabilitation and construction works. However, due to the pressure of work it has become necessary to upgrade the position of building officers to enable them cope with the ever increasing volume of work.

Current status of buildings in the Ministry of Education

The status of buildings under the Ministry of Education was bad prior to the rehabilitation programmes funded under the Education Sub-Sector Programme (ESSP), Basic Education Sub-Sector Implementation Programme (BESSIP) now the Sector Plan. The ESSP and BESSIP programmes targeted basic school infrastructure only. The Sector Plan programmes were targeting basic schools, high schools as well as tertiary education infrastructure.

The Way Forward

The Permanent Secretary stated that given the limited extent of public resources and the legitimate competing demands of other sectors of the economy, it is clear that Government budgeting allocations will not be sufficient to ensure adequate maintenance of educational infrastructure. There is, therefore, immediate need to extend arrangements for both financing and provision of education. This would involve strengthening partnerships with other stakeholders, like faith based organisations who own a number of educational institutions and building alliances with district councils, communities, private providers of education and business houses to ensure maintenance of educational institutions.

Education Boards were expected to be empowered to raise their own resources to undertake, among other things maintenance of education infrastructure under their mandate as recommended in the proposed Bill on Education.

The Permanent Secretary was asked why the Ministry of Education was carrying out the maintenance when the law gives this mandate to the Ministry of Works and Supply. Your Committee also wanted to know whether the Standard Officers were qualified to undertake simple maintenance works.

In reply, the Permanent Secretary stated that the Ministry of Education only carried out simple maintenance works like replacement of windows, resurfacing floors and painting. When major works were required, the Ministry of Works and Supply was involved to provide technical expertise. He went on to say that the Standards Officers are not qualified to carry out maintenance works, but are able to carry out simple evaluation of institutions and identify areas which need attention. Further, there are Buildings Officers at district level, Senior Buildings Officers at provincial level and Chief Buildings Officer at the Ministry of Education Headquarters, who are trained to carry out maintenance works.

At district level, there are Assistant Buildings Officers who are certificate holders, though the qualification is not adequate. However, since 2000, workshops have been held to train Building Officers and to upgrade the qualifications of the Assistant Buildings Officer to diploma level. Your Committee also learnt that there was only one Assistant Buildings Officer per district. Further, the Permanent Secretary informed your Committee that it is difficult to recruit qualified engineers into the Ministry of Education because of poor conditions of service.

On the general degradation and dilapidation of schools country wide and on the issue of the Ministry of Education being pro-active, the Permanent Secretary responded that the Ministry of Education had the desire to bring the infrastructure to proper standards. However, the Ministry of Education has had set backs in that whenever they outsourced the works to Zambian contractors, the works were never completed. He cited the example of one contractor who had abandoned six schools at window level in Luapula Province despite being paid to carry out the works. Further, the attitude of the students also contributed to the dilapidation of institutions. This needed to be addressed. Your Committee heard that in the 1980's, the World Bank gave Government a loan for rehabilitation and maintenance of buildings. The buildings were rehabilitated but, since then, very little money had been going to maintenance of buildings and yet this should be a continuous process.

On the issue of the Ministry of Education linking with other Ministries, like the Ministry of Science, Technology and Vocational Training and the Ministry of Works and Supply, to come up with a maintenance and rehabilitation programme which is holistic, and pass it on to stakeholders as well as Government, the Permanent Secretary stated that in the 1990's a Sub-Sector Committee comprising other Ministries was formed, but it never materialised. He said that there was need to revive this. The schools should also be encouraged to form former students associations which should support the schools they went through.

He further informed your Committee that BESSIP, which ended in 2002, only targeted Basic Schools. However, the Sector Plan was targeting high schools, colleges and universities.

On what plans the Ministry of Education had on expanding the infrastructure at the University of Zambia to cater for higher enrolment, the Permanent Secretary responded that substantial amounts of money had been pumped into the University for rehabilitation, but works had not been done. The attitude and approach of the administration needed to be changed if works had to be done. At one time, when the University was given K4 billion for rehabilitation, the institution went to buy door frames from South Africa and these were the only items bought. Moreover, the University had a huge debt of K92 billion as of December, 2005. He further informed your Committee that a Research Committee had been instituted to investigate what was happening at the University. There is poor record keeping at the University. The Institution requires total re-organisation at management level. The University had failed to run the two farms it had and these have since been sold.

On why the Ministry of Education could not intervene with the issue of contractors who had been swindling Government, the Permanent Secretary stated that it was difficult as some of these contractors had a backing from some politicians. However, the Ministry of Education was trying to monitor and to ensure that tender procedures were followed when awarding contracts.

5.2 MINISTRY OF SCIENCE, TECHNOLOGY AND VOCATIONAL TRAINING

Government Policy

The Permanent Secretary informed your Committee that the Ministry of Works and Supply is charged with the duty of maintaining Government buildings, that is, to perform the custodial role of facilitating the maintenance of buildings and other roles. (*Gazette Notice No 547 of 2004, and Cabinet Office Circular Minute of 2002. 05.03.*). He went on to state that in recent times, the maintenance pattern had been that of repair as opposed to routine maintenance, that is, reacting to a problem that has occurred or a fixture that has broken down. The maintenance of VIP houses was budgeted for by the Buildings Department and funding for their repair was released, although not in full.

Over the years, there has been little or no capital funding provided for in ministerial budgets. This has made it difficult for ministries and other Government departments to undertake routine maintenance and repair of infrastructure. Many of the buildings have now gone into total disrepair and are almost inhabitable.

The Permanent Secretary explained that the Ministry of Science, Technology and Vocational Training is responsible for twenty-three technical and vocational training institutions and three research and development campuses, all operating in Government buildings and using Government plant and equipment. Due to lack of repair and maintenance of these facilities over a period of time, they have become dilapidated, making it difficult for the institutions to provide quality delivery of services and training.

The major problems faced by the Ministry in the maintenance of the infrastructure are:

- (a) lack of adequate resources needed for the rehabilitation of infrastructure;
- (b) lack of commitment by users to pursue a preventive maintenance programme; and
- (c) inability by users to implement simple maintenance programmes like cleaning. As a result, debris choked up facilities such as drains and roof gutters. Investigations are never undertaken to check activity of termites until symptoms appear. The end results are catastrophic to buildings.

Current status of Government buildings

The Permanent Secretary informed your Committee that in the rural areas, most buildings are in a very bad state. They have not been maintained for decades. In urban areas, some form of maintenance has been undertaken on some buildings.

In order to alleviate the problem of disrepair, the Ministry of Science Technology and Vocational Training sourced some funds from donors to undertake rehabilitation and re-equipping of institutions under the Technology, Education, Vocational and Entrepreneurship Training (TEVET) Sector. Rehabilitation had been on-going in selected institutions since 2003. To date, about seven training institutions have been rehabilitated, while works are still on-going in five institutions. The institutions where rehabilitation had been completed were the Ministry Headquarters (Maxwell House), Technical and Vocational Teacher College (TVTC) and In-Service Training and Education Centre (ISTEC) in Luanshya, Mansa Skills Centre in Luapula, Livingstone Institute for Business and Industrial Practice (LIBES) in Livingstone, Northern Technical College (NORTEC) in Ndola and the Zambia Institute of Business and Industrial Practice (ZIBSIP). Those still under rehabilitation are Mansa Trades Training Institute, Mwinilunga Trades Training Institute, Kitwe Vocational Centre, Nkumbi International College and Luanshya Trades Training Institute.

He further stated that donor funding was earmarked for re-equipping and rehabilitation of selected infrastructure, specifically, those that are directly related to training, that is, classrooms, workshops and the administration blocks. This means that dormitories, kitchen and staff houses are not provided for. The support from the Danish Government had, however, changed this provision and was currently rehabilitating other buildings in the institutions they were supporting, like Northern Technical College, Technical and Vocational Teachers College and Livingstone Institute for Business and Industrial Practice (LIBES).

The Permanent Secretary also informed your Committee that the Ministry also sourced some funds under the HIPC Initiative to rehabilitate dormitories, research and development (R & D) infrastructure and to put up some structures for institutions that had been operating in temporary structures. Under this initiative, laboratories at the National Institute for Science and Industrial Research (NISIR) Headquarters and at Chilanga had been rehabilitated and equipped. The laboratories which had gone into total disrepair were now in good condition. In addition, almost all training institutions received some funds to rehabilitate dormitories and refurbish of dining halls and kitchens. The situation in these institutions is much better compared to three years ago. There is more work still needed to be done in rehabilitation work.

All in all, a total of **US\$6,083,919.83** was received under the TEVET Development Programme, **US\$7,523,091** under the DANISH support and **K3,785,599,109** under the HIPC Initiative for the purposes of rehabilitation of infrastructure and provision of equipment in training institutions.

The research and development institutions received **K6,235,368,148** from HIPC for infrastructure rehabilitation and equipment. The science and technology sector received a bigger portion of funds under HIPC, basically, because the TEVET Development Programme only supported the TEVET sector. It was, therefore, fair that most HIPC funds went to the Science and Technology sector which is not supported by the donors.

Your Committee were assured that the Director of Buildings is fully involved at all stages including the identification of required rehabilitation, preparation of bills of quantities and supervision of works.

The Permanent Secretary emphasised that in order to ensure that the rehabilitated infrastructure as well as new infrastructure did not degenerate to a state of disrepair, the Ministry of Science, Technology and Vocational Training had finalised development of an Asset Development and Maintenance Policy to guide and compel the Ministry of Science, Technology and Vocational Training and the users of these assets to undertake regular repair and maintenance of the facilities. The policy is meant for all institutions under the Ministry of Science, Technology and Vocational Training and any other sectors that received intervention from the Government through the Ministry of Science, Technology and Vocational Training.

The Ministry of Science, Technology and Vocational Training, however, was still scouting for resources to complete the rehabilitation and construction works required in all the institutions.

Asked whether a national policy existed on the maintenance and rehabilitation of Government buildings, the Permanent Secretary, in reply, stated that there was no national policy, but the Ministry of Science, Technology and Vocational Training had come up with an Asset Development and Maintenance Policy which provided for penalties when users failed to comply with the guidelines contained there in. The policy also provides for a requirement that each institution should have a Maintenance Committee.

He further informed your Committee that some institutions had been carrying out their own maintenance and rehabilitation works using students and the community. He cited the example of three institutes, namely, Lukashya, Mongu and Solwezi Trades Institutes, which did good work and the Ministry of Science, Technology and Vocational Training was able to cover more ground with the little resources. However, at Kaoma Trades Institute, where a contractor was contracted, the Ministry of Science, Technology and Vocational Training paid more for the same amount of work. Therefore in-house rehabilitation and maintenance work is cost effective. Moreover, there had been poor workmanship and delays when contractors were used.

The Permanent Secretary further stated that the World Bank had given the Ministry money and contractors were on site at Lukashya and Nkumbi Trades Institutes for construction works.

On whether the Ministry of Science, Technology and Vocational Training had shared the policy with the Ministry of Works and Supply and the Ministry of Education, the Permanent Secretary responded that they had worked with the Ministry of Works and Supply in developing the ministerial policy.

He also informed your Committee that there are Management Boards to govern the institutions, and according to the *TEVETA Act* of 1998, all institutions are required to register with the Ministry of Science, Technology and Vocational Training. At the moment, there were 400 registered institutions and they were controlled by the Ministry of Science, Technology and Vocational Training.

5.3 MINISTRY OF FINANCE AND NATIONAL PLANNING

Government Policy

The Permanent Secretary informed your Committee that all Government buildings fall under the management of the Treasury as mandated by Section 5 of the *Public Finance Act*. However, the management function was being performed on behalf of the Treasury by the Ministry of Works and Supply on a day to day basis.

She went on to state that Government had over the years heavily invested a lot of money in the construction of buildings from which it performed its functions in its quest to provide services to its citizenry. In addition, it had over the years provided accommodation to its work force. Initially, the stock of Government buildings included all Government offices, premises and houses within and outside the country. However, following the Government policy on sale of some Government houses, the stock now related only to institutional and VIP houses, Government offices and other buildings.

The maintenance and rehabilitation of all Government buildings fall under the portfolio of the Ministry of Works and Supply which holds these assets on behalf of Government. Over the years, the maintenance and rehabilitation of these buildings had been dealt with through the national budget and allocations had been made under the various Government institutions across the whole Government system.

She further informed your Committee that, procedurally, in every budget year, each institution allocated resources towards maintenance and rehabilitation of the buildings under their charge as need arose. However, the implementation of actual repairs would be done under the supervision of the Ministry of Works and Supply. Whereas a lot of budget resources had, over the years, been allocated to the various institutions for the construction of new buildings, this had not been the case with regard to the maintenance of these buildings. Consequently, most of these buildings are in a state of disrepair. The decision by Government to sell some of its housing stock was partly due to the reason that it could no longer maintain them to habitable standards.

The Permanent Secretary went on to say that the state of affairs was due to several factors, among them the following:

Limited Resources

In each budget year, Government is expected to meet the various demands under each Government institution. However, since the resources are limited and the demands are many, the resources tend to be spread thinly across the various activities to be implemented by the various sections of Government.

Your Committee learnt that as the revenue collections in any month are also constrained, capital expenditure has always been sidelined. The reason being that capital expenditure could be postponed in the short-term as compared to debt service payments, salaries and grants that have to be paid as they fall due in any given month.

This problem was, however, less prominent now since there had been a deliberate effort to allocate substantial amounts of resources towards poverty reducing programmes, the bulk of which are capital in nature.

Lack of Policy on Maintenance of Buildings

Whereas the Ministry had been clear about which buildings should be put up at any given time, it had never been clear as to how these would be kept in good state of repair.

Capital expenditure not Seen as Priority by the Institutions

Whereas institutions were given block amounts to budget from, they had always opted to put more resources under recurrent as opposed to capital items.

The table shown below indicates the expenditure on the maintenance and rehabilitation of Government buildings in the last three years.

Head	Ministry	2003	2004	2005	Total
03	National Assembly	811,675,969.09	517,042,690.90	501,661,475.13	1,830,380,135.12
05	Electoral Commission of Zambia	124,920,000.00	63,442,750.00	211,530,313.00	399,893,063.00
06	Public Service Commission	21,000,000.00	13,052,732.00	6,000,000.00	40,052,732.00
07	Office of the Auditor General	6,906,197.50	240,584,496.00	-	247,490,693.50
08	Cabinet Office	15,734,308.30	80,059,108.00	181,719,205.30	277,512,621.60
	Ministry of Mines and Minerals Development	20,800,000.00	44,500,000.00	27,317,750.00	92,617,750.00
15	Ministry of Home Affairs	1,368,788,752.00	493,375,858.00	814,133,430.00	2,676,298,040.00
17	Ministry of Foreign Affairs	3,479,609,806.00	2,922,343,892.00	3,041,122,478.00	9,443,076,176.00
18	Judiciary	-	668,199,736.26	40,959,367.00	709,159,103.26
26	Ministry of Information and Broadcasting Services	12,549,192.00	-	41,450,361.00	53,999,553.00
27	Public Service Management Division	4,141,750.00	635,000.00	20,292,400.00	25,069,150.00
29	Ministry of Local Government and Housing	634,045,697.00	574,304,217.12	62,690,023.40	1,271,039,937.52
31	Ministry of Justice	16,409,331.00	121,583,458.20	907,022,870.09	1,045,015,659.37
33	Ministry of Commerce, Trade and Industry	11,561,716.00	12,732,000.00	9,832,000.00	34,125,716.00
37	Ministry of Finance and National Planning	23,364,302.00	27,989,371.00	32,614,761.00	83,968,434.00
44	Ministry of Labour and Social Security	50,000,000.00	52,328,815.00	52,882,354.00	155,211,169.00
45	Ministry of Community Development and Social Services	13,531,850.00	32,511,500.00	422,212,648.00	468,255,998.00
46	Ministry of Health	-	-	-	-
51	Ministry of Communications and Transport	277,609,393.00	177,217,258.00	222,897,779.00	677,724,430.00
64	Ministry of Works and Supply	803,240,821.00	5,994,600,000.00	-	6,797,840,821.00
65	Ministry of Science, Technology and Vocational Training	2,043,861,600.00	2,758,852,766.04	4,383,471,440.00	9,186,185,806.04
68	Ministry of Tourism, Environment and Natural Resources	13,173,750.00	62,854,369.00	121,206,713.00	197,234,832.00
76	Ministry of Sport, Youth and Child Development	22,967,570.00	-	1,265,615,622.00	1,288,583,192.00
77	Ministry of Defence	146,831,310.00	79,864,500.00	497,103,116.00	723,798,926.00
78	Special Division	89,854,284.00	117,000,000.00	89,095,511.00	295,949,795.00
80	Ministry of Education	61,666,418.00	2,588,939,375.00	1,388,101,094.00	4,038,706,887.00
85	Ministry of Lands	13,185,135.00	9,700,000.00	82,875,848.00	105,760,983.00

87	Anti – Corruption Commission	3,025,285,250.00	998,042,187.00	25,111,812.00	4,048,439,249.00
89	Ministry of Agriculture and Co-Operatives	138,599,133.00	1,226,150,260.24	422,800,000.00	1,787,549,393.24
90	Lusaka Province	24,802,712.00	31,120,848.00	77,431,149.00	133,354,709.00
91	Copperbelt Province	76,986,468.56	26,576,133.72	218,071,121.00	321,633,723.28
92	Central Province	32,283,804.00	3,054,403.00	2,700,000.00	38,038,207.00
93	Northern Province	-	128,763,252.00	-	128,763,252.00
94	Western Province	31,846,157.25	153,542,850.00	122,386,950.00	307,775,957.25
95	Estern Province	-	60,000,000.00	602,201,613.00	662,201,613.00
96	Luapula Province	20,075,000.00	66,279,610.00	513,982,417.00	600,337,027.00
97	North Western Province	23,127,983.00	68,168,426.00	95,177,856.00	186,474,265.00
98	Southern Province	17,620,685.25	64,727,517.00	228,400,000.00	310,748,202.25
	TOTAL	13,478,056,345.03	20,480,139,379.48	16,732,071,476.92	50,690,267,201.43

Your Committee wondered why even after spending the amount of K50 billion to date on rehabilitation and maintenance, there had been no noticeable change in Government buildings. In response, the Permanent Secretary stated that major repairs were undertaken on some buildings because of their bad state, that is, total replacement of roofs and wiring.

Asked whether there were any measures in place to penalise ministries misusing money meant for rehabilitation of buildings, the Permanent Secretary stated that the *Public Finance Act* provides for disciplinary action against Controlling Officers who misapply funds without authority from the Treasury. The same Act provides for an Audit Committee which brings up irregularities even before the Auditor-General does.

On why each Ministry was handling its own maintenance and rehabilitation instead of the previous practice where these were handled by the Buildings Department, and why ministries should not just do preventive maintenance, the Permanent Secretary replied that when the Buildings Department used to handle the moneys for repairs, Ministries complained that the Ministry of Works and Supply was not attending to all the works in a timely manner, so ministries are now instead given money for rehabilitation, but when it comes to major repairs, the Ministry of Works and Supply takes charge and the payments are only made after certification of the works.

Your Committee asked the Permanent Secretary to comment on the general negligence of Government buildings and why capital expenditure for capital projects is no longer a priority, hence placing a danger on Government buildings. The Permanent Secretary admitted that ministries were recently being given more for recurrent expenditure than for capital expenditure and, ten years from now, more money would be needed to rehabilitate buildings which are at present in very bad state.

Your Committee wished to know why the Ministry was not allocating funds specifically for rehabilitation as opposed to giving block figures thereby making each ministry decide how much money would be spent on rehabilitation. They also wished to know why the ministry could not take advantage of the HIPC Completion point and the announcement by Government that there is money available under the HIPC funds for the social sectors to come up with a holistic plan to rehabilitate Government Institutions. The Permanent Secretary responded that, previously, when the Ministry of Finance and National Planning was deciding on how much should be used for rehabilitation works in each Ministry, they were told that they should not impose on what the ministries should do. Each ministry had its own priorities. The Ministry of Finance and National Planning under the Medium Term Expenditure Framework (MTEF) – in 2006, increased the allocations to social sectors. It was just that there was no indication in the budgets on how much should go to rehabilitation. The monitoring of how the money was used was captured through Financial Reports and the Auditor-General picked up any irregularities.

5.4 ENGINEERING INSTITUTION OF ZAMBIA

Your Committee had requested the Engineering Institution of Zambia (EIZ) to comment on Government Policy on the maintenance and rehabilitation of Government buildings, what the institution considered to be constraints to the maintenance and rehabilitation and the way forward.

The Immediate Past President, in reply, informed your Committee that through its Secretariat the Institution had made every effort to secure Government policy documents on maintenance and rehabilitation of Government buildings, this has been to no avail. It appeared that the said documents did not exist.

He further stated that if the policy documents existed, then they should be reviewed. If they did not exist then a new policy should be developed and appropriate documents prepared.

The Institution proposed that the policy document should contain, among other things, the following:

- i) a definition of who is responsible for the maintenance of Government buildings and who should fund the maintenance;
- ii) provisions for the creation of an asset register of buildings to include values and other necessary information;
- iii) arrangements for the insurance of vehicles against damage, fire, collapse, flooding and other perils;
- iv) maintenance procedures and intervals;
- v) selection and procurement procedures for maintenance services; and
- vi) disposal procedures.

He further stated that the current scenario as regards maintenance and rehabilitation of Government buildings is such that there is no preventive or planned maintenance. Most of the Government buildings are in a dilapidated state needing urgent rehabilitation and, in some cases, safety has been compromised. Most of the buildings have had no coat of paint for a very long time.

The little maintenance that some buildings received was as a result of efforts by individual ministries or departments (who did not have any real responsibility for maintenance) in sourcing their own funding and this was normally on an *ad hoc* basis, resulting in piecemeal or temporary rehabilitation/maintenance works, which in most cases did not go far enough in addressing the existing problems. A case in point would be leaking roofs.

Inadequate funding was one of the major hindrances in providing adequate maintenance and rehabilitation of Government buildings. Lack of guidelines in planning and budgeting was another such hindrance. He further stated that since, at the moment, there is no asset register, the Ministry of Works and Supply should come up with one.

The President further submitted that the Ministry of Works and Supply should centrally form a Technical Unit which should comprise engineers of different fields. This unit would be responsible for carrying out assessments, planning and rescheduling budget estimates for the following year.

Asked on whether the Technical Unit being proposed should be permanent and autonomous, the President responded that there is already a system in place which needs to be reviewed and revamped by coming up with proper guidelines. The Technical Unit would work with the Buildings Inspectors at provincial level.

On why Government should not reintroduce the Public Works Department (PWD), the President said that Government would not have the capacity to carry out the works. The Technical Unit being suggested would comprise technical experts of various fields who would have the capability and technical expertise.

On who should carry out the tendering of works, the President stated that Zambia National Tender Board (ZNTB) was charged with this responsibility. All documents should be channeled through ZNTB and procurements should be done by open tender. The Technical Unit would identify problems and the technical experts should be engaged to do quality works.

Asked why EIZ was not in the forefront of speaking out on issues relating to engineering and what their relationship was with Government, the President responded that EIZ had been very active, but they preferred doing things discretely. They had held a number of seminars with the media and were working

with the Immigration Department to ensure that only qualified engineers came into the country and it should be when there are no engineers of that particular field in the country. There had been an upward trend in the interaction with Government.

Asked if EIZ would not want to command authority to be able to regulate everything, the President informed your Committee that EIZ had reviewed the Act and had widened the membership to diploma level. Once the Act is passed, EIZ would be able to regulate the whole set up of engineering and supervise every sphere of engineering. However, the Act was still at the Ministry of Justice and it was not receiving quick action, probably because of the nature of the document which is not exciting.

Your Committee wanted to know if the National Council for Construction was part of EIZ. The President clarified that the National Council for Construction was part of EIZ. However, the National Council for Construction was industry specific.

On what the views of EIZ were on decentralisation, the President stated that although decentralisation was good, there must be controls put in place and punishment meted out when an offence is committed. At the moment, an officer who committed an offence was moved from one Ministry to another or from one province to another. This encouraged officers to commit offences. A code of ethics is required so that disciplinary measures could be meted out on culprits.

5.5 MINISTRY OF WORKS AND SUPPLY

Government Policy

The Permanent Secretary informed your Committee that the Ministry of Works and Supply, according to the Gazette Notice, is charged with the duty of maintaining Government buildings, that is, to perform the custodial role of facilitating the maintenance of buildings and other roles (Gazette Notice No. 547 of 2004, and Cabinet Office Circular Minute of 2002 05.03.a).

He further informed your Committee that Government buildings are painted when the user Ministry/Department desires to have a coat of paint applied after they have secured funding for the works. The responsibility of budgeting and sourcing funds for maintenance works lay with the user Ministry/Department. The Ministry of Works and Supply implements the required maintenance and rehabilitation by engaging contractors.

The exercise of budgeting for Government offices had been done over and over in the past, but funding had not come forth. Government Ministries/Departments had lost optimism. Therefore, attention was now paid to critical areas.

Your Committee learnt that roofs on Government Buildings were attended to when there was evidence of leakage, usually after the first rains. The observations were reported to the Buildings Department usually during the month of November. Naturally the rehabilitation/maintenance works undertaken were temporary and piecemeal because of the wet weather did not permit the full process of maintenance for fear of exposure of equipment and other valuables to rains, the disruption of the maintenance process by rains and inadequate funds.

In the event where the Ministry of Works and Supply was running a donor-funded project, the buildings were rehabilitated with the project funds.

The problems faced by the Ministry of Works and Supply in maintaining/rehabilitating buildings is lack of adequate funding and guidelines in the planning and budgeting for such works for ministries and departments.

Current status of Government buildings

Your Committee learnt that most of the buildings in rural areas, especially the ones that were built before and immediately after independence, are in very bad state due to lack of regular maintenance. There had never been adequate funds to maintain and rehabilitate the buildings. Almost all Government buildings have no insurance cover.

In urban areas, some form of maintenance have been undertaken on some buildings, comprehensive on a few and piecemeal on others. Fire fighting facilities have not been serviced. Due to numerous break-ins, fire exits have been burglar proofed in most buildings. This is against safety norms. In some buildings, water supply is a problem.

Your Committee asked the Permanent Secretary to comment on the apparent lack of policy guidelines on the maintenance and rehabilitation of Government buildings and on the neglect of capital budgets.

In response, the Permanent Secretary stated that it is true there are no straight forward policy guidelines. The Permanent Secretary said that towards the end of March, 2006, the Ministry of Works and Supply held a workshop with various stakeholders in Siavonga to try and come up with a clear policy because at the moment there is confusion on the maintenance of buildings. Each Ministry has its own construction unit while there is a desk for each ministry at the Ministry of Works and Supply. This individual procurement and construction by each Ministry has led to standards of clinics, schools and other buildings being different as opposed to the previous years when such buildings were of the same standard. The procurement should revert to the Ministry of Works and Supply.

The Permanent Secretary was asked if the Ministry of Works and Supply had the capacity to maintain Government buildings. The Permanent Secretary stated that the Ministry of Works and Supply has a Director of Buildings and a desk for each Ministry. Further, each district has a buildings department. He emphasised that the Ministry of Works and Supply has the expertise and capacity to monitor the works which other ministries do not have. The Ministry of Works and Supply had also increased human resource at Provincial level and qualified Principal Engineer and Principal Architect posts were being introduced. However, the Ministry of Works and Supply was ignored by other Ministries at implementation stage especially when it involved donor funded projects.

He also informed your Committee that before 1990, the Ministry of Works and Supply used to do all the works, but after the restructuring, a lot of experts were retrenched and these were the same people who were now being engaged as consultants and Government was spending a lot of money on them. Further, works which were costed by the Ministry of Works and Supply cost much less than works costed by ministries.

On the issue of corruption if the works were reverted to the Ministry of Works and Supply, the Permanent Secretary informed your Committee that there had been marked reduction in corruption at the Ministry of Works and Supply in the last four years. The procurement unit at the Ministry was the best, next to ZNTB. He said that if the policy framework was put in place and if the required number of engineers were recruited, things would work better.

On the neglect of capital budgeting, the Permanent Secretary stated that ministries had been experiencing difficulties in that the Ministry of Finance and National Planning gave tight ceilings on budget proposals that were made.

On whether Government should sell the dilapidated buildings in rural areas, the Permanent Secretary said that this required Government policy, but it was better to rehabilitate such buildings.

Asked which buildings were earmarked for demolition, your Committee were informed that the Zambia House in Belgrade had been earmarked for sale while one house in Botswana would be demolished to

rebuild another one on the same plot, using the rentals that had been collected. A decision had not yet been made on the Zambia House in Washington DC.

5.6 COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee observe, with dismay, that there is no clear cut policy on the maintenance and rehabilitation of Government buildings. They further observe that Government is failing to maintain its buildings and the buildings being constructed are substandard. The issue of each Ministry doing its own maintenance has been posing a problem. Your Committee further observe that the maintenance and rehabilitation of institutions is not done periodically.

The Ministry of Works and Supply is aware of the problems obtaining in the ministries, but there is no policy to guide them. Your Committee express concern that the Ministry does not think that maintenance is a priority. Emphasis is on salaries and allowances. Your Committee also observe with concern that Government is contemplating pulling down some buildings, especially in missions abroad. They call on Government to exercise caution before demolishing its properties.

They also observe that the supervision at Ministry level is also lacking and this has contributed to contractors doing shoddy works. Your Committee are also disappointed that a company which has abandoned six schools in Luapula province at window level, was honoured as the best company by the National Council for Construction.

Your Committee observe that outsourcing maintenance and rehabilitation works has not been done according to laid down tender procedures, thereby losing huge sums of money to unscrupulous contractors.

They also observe that the responsibilities of the Ministry of Works and Supply should not have been decentralised to other ministries because of its technical nature. Furthermore, and retrenchments should not have taken place. The Government is now relying on the same people it retrenched for expert advice. The restructuring was done in a hurry, especially for a Ministry which requires technical expertise.

Your Committee also observe that as long as the University of Zambia has a huge debt, the money being directed there will be falling into a bottomless pit.

Your Committee are also concerned about the legislation concerning the operation of Engineering Institution of Zambia that is unduly pending at the Ministry of Justice.

Your Committee, therefore, recommend as follows:

- (i) the Government should come up with a clear policy on the maintenance and rehabilitation of Government buildings in order to prolong their lifespan. the formulation of the policy should include all stakeholders, such as the Engineering Institution of Zambia; the Ministry of Finance and National Planning should make it a requirement that rehabilitation and maintenance component should be included in the budgets of all ministries, and the allocation to this component of the budget should be increased;
- (ii) the Government should speed up approval of the legislation proposed by the Engineering Institution of Zambia that has been pending at the Ministry of Justice;
- (iii) periodic maintenance and rehabilitation of Government buildings should be carried out in all institutions of learning;
- (iv) the Government should, with immediate effect, start outsourcing rehabilitation works following the correct tender procedures if the issue of unscrupulous contractors is to be addressed and all procurement units in various ministries should be closed forth-with as they lack expertise; this should be the responsibility of the Ministry of Works and Supply;
- (v) the Government should urgently liquidate the debt at the University of Zambia which stands at K92 billion, if any meaningful rehabilitation of the Institution has to take place;
- (vi) the Ministry officials should carry out supervisory duties when works are being carried out;

- (vii) the National Council for Construction should bring to book and deregister all contractors who have failed to complete the works despite being paid; and
- (viii) disciplinary measures should be taken against the abandoned works on six schools in Luapula Province despite being paid by Government.

TOPIC 2

6. MAINTAINANCE AND REHABILITATION OF GOVERNMENT VEHICLES

Your Committee had requested the witnesses to submit on the following:

- i) policy on Government Vehicles;
- ii) who is authorised to drive these vehicles;
- iii) are there any limitations to how far the vehicles can go? (e.g. is authority needed to travel out of town);
- iv) who is responsible for the control of the general pool vehicles;
- v) what has been the cost of maintaining the vehicles in the past three years;
- vi) what penalties are instituted in case of damage especially if driving beyond authorised time;
- vii) how often are general maintenance works done;
- viii) who is responsible for such maintenance (i.e. does Government have to sub-contract); and
- ix) constraints in the maintenance of vehicles and the way forward.

Your Committee heard evidence from the Engineering Institution of Zambia (EIZ), the Ministry of Finance and National Planning and the Ministry of Works and Supply.

6.1 ENGINEERING INSTITUTION OF ZAMBIA (EIZ)

The General Secretary informed your Committee that the Engineering Institution of Zambia (EIZ), through its secretariat, had made every effort to secure Government policy documents on the maintenance and utilisation of Government vehicles, but to no avail. It appeared that the said documents did not exist.

He further stated that if the policy documents existed, then they should be reviewed. If they did not exist, then a new policy should be developed and appropriate documents prepared.

The EIZ proposed that the policy document should contain, among other things, the following:

- i) a definition of who is responsible for the maintenance of Government vehicles and who should fund the maintenance;
- ii) provisions for the creation of an asset register of vehicles to include values and other necessary information;
- iii) arrangements for the insurance of vehicles against damage, theft and other perils;
- iv) procedures for utilization, including logging, permission and other utilisation information;
- v) selection and procurement procedures for vehicles; and
- vi) disposal arrangements.

He further stated that the current situation as regards maintenance and utilisation of Government vehicles appeared to be that each ministry or department made maintenance arrangements independently. Maintenance was generally outsourced, but such outsourcing appeared to be focused on price rather than quality of service. Whilst the system of outsourcing the maintenance and procurement of vehicles might be left to individual units, a central unit probably domiciled in the Ministry of Works and Supply should provide technical guidelines and policy management.

It would assist Government if it ensured that all vehicle maintenance service providers were engineers registered with the Engineers Registration Board. Further the maintenance of Government vehicles would be enhanced if Government owned only a few models, perhaps three models of vehicles.

The President further added that there is a draft policy document which was drafted in 1998 and which had over the years become inadequate and might require review to suit the present situation. An adequate policy is required to maintain vehicles. Further, there should be selected garages and selected vehicle models. This would enable Government get economy of scale.

Asked what EIZ thought should be contained in the policy guidelines, the President explained that three models would be adequate and easier for Government to maintain. He cited the example of ZCCM which had only maintained the Toyota model. ZCCM had invited the manufacturers who came to Zambia, assessed the mining environment and went back and made Toyota vehicles to suit the environment. If Government explored this avenue, then vehicles could be manufactured to suit the Zambian environment. Further, the policy should contain standard penalties for damage caused to a vehicle if parked away from designated areas. The current situation appears to be that there are no disciplinary measures.

6.2 MINISTRY OF FINANCE AND NATIONAL PLANNING

The Permanent Secretary informed your Committee that the Treasury is mandated under Section 5 of the *Public Finance Act* to manage assets of ministries, Government departments and statutory corporations. The Treasury, therefore, in liaison with the rest of the Government institutions, handled the purchase and maintenance of Government vehicles. The Permanent Secretary further said that the purchase of vehicles is done under three categories, depending on the nature of the vehicle that is being purchased.

The first category is that of “*personal-to-holder*” vehicles. The Ministry of Works and Supply is responsible for the purchase of this category of vehicles on behalf of the whole Government system. In this case, the budget allocation would be located under the Ministry of Works and Supply.

The second category of vehicles is that of “*utility vehicles*” and these are budgeted for and purchased by each institution that require them for their day-to-day operations. This category also includes those vehicles under the charge of statutory corporations.

The third category relates to “*project vehicles*” that are purchased through donor assistance and for use under various funded projects. Once the stated projects come to an end, the vehicles are handed over to Government for general use.

Maintenance of Vehicles

The Permanent Secretary stated that the vehicles bought under the above stated categories are maintained as follows:

“Personal-to-holder” Vehicles

The maintenance and insurance of all personal-to-holder vehicles are the responsibility of the institutions where the entitled officers using the vehicles are based.

“Utility Vehicles”

In the case of utility vehicles, the institutions that purchase them are responsible for their maintenance that should also include insurance.

“Project Vehicles”

With regard to project vehicles, the relevant projects would be responsible for their maintenance and insurance. However, once they were handed over to Government, each recipient department would then be responsible for their maintenance, including insurance.

All maintenance costs as indicated below are covered under the budget of each of the relevant institutions as allocated by Parliament in each year. Whereas insurance cover for the vehicles is paid for once every

year, routine maintenance of the vehicles is expected to be carried out as need arose so as to ensure that the vehicles are in good condition.

Below are the expenditures for the maintenance and utilisation of Government vehicles:

HEAD	MINISTRY	2003	2004	2005	TOTAL
01	State House	1,078,581,032.68	1,761,206,477.52	1,690,569,835.23	4,530,357,345.53
02	office of the Vice President	-	-	-	-
03	National Assembly	128,507,632.61	266,479,799.32	876,771,060.08	1,271,758,492.01
05	Electral Commission of Zambia	302,372,000.00	510,464,268.00	446,128,319.00	1,258,964,587.00
06	Public Service Commission	152,000,000.00	141,000,000.00	180,000,000.00	473,000,000.00
07	Office of the Auditor General	-	-	-	-
08	Cabinet Office	1,227,232,795.00	1,419,755,157.00	927,504,316.00	3,574,492,268.00
09	Teaching Service Commission	49,444,548.00	149,798,480.00	101,986,701.00	301,229,729.00
10	Police and Prisons Service Commission	-	-	-	-
12	Commission for Investigations	87,870,030.00	81,670,416.00	236,703,619.00	406,244,065.00
13	Ministry of Enegy and Water Development	352,775,114.00	231,581,505.06	606,606,272.90	1,190,962,891.96
14	Ministry of Mines and Minerals Development	259,187,403.10	419,137,328.10	870,968,056.26	1,549,292,787.46
15	Ministry of Home Affairs	291,944,668.40	4,586,256,978.90	7,651,440,763.50	17,529,642,410.80
17	Ministry of Foreign Affairs	2,011,028,439.00	2,479,271,630.00	2,711,569,993.00	7,201,870,062.00
18	Judiciary	227,723,323.90	150,889,944.00	1,729,748,851.85	2,108,362,119.75
26	Ministry of Information and Broadcasting Services	20,320,264.00	114,668,936.81	197,479,583.00	332,468,783.81
27	Public Service Management Division	385,192,616.45	374,693,549.00	672,125,854.54	1,432,012,019.99
29	Ministry of Local Government and Housing	810,918,485.74	2,078,757,994.89	1,728,803,148.82	4,618,479,629.45
31	Ministry of Justice	227,335,797.44	128,698,833.40	1,082,579,564.14	1,438,614,194.98
33	Ministry of Commerce, Trade and Industry	320,101,891.39	291,495,904.76	560,569,157.48	1,172,166,953.63
34	Human Rights Commission	157,073,507.00	38,465,255.55	119,604,025.59	315,142,788.14
37	Ministry of Finance and National Planning	3,687,974,644.10	1,792,078,859.54	3,317,137,304.50	8,797,190,808.14
44	Ministry of Labour and Social Security	628,487,984.00	1,003,412,748.00	1,225,422,762.00	2,857,323,494.00
45	Ministry of Community Development and Social Services	159,850,919.21	92,488,585.08	301,562,727.00	553,902,231.29

46	Ministry of Health	-	-	-	-
51	Ministry of Communications and Transport	903,626,190.63	750,483,264.00	1,233,287,075.00	2,887,396,529.63
64	Ministry of Works and Supply	1,695,584,203.00	1,708,053,313.00	3,403,637,516.00	6,807,275,032.00
65	Ministry of Science, Technology and Vocational Training	292,965,508.70	246,380,910.00	413,315,995.70	952,662,414.40
68	Ministry of Tourism, Environment and Natural Resources	718,551,004.00	625,198,353.00	1,849,729,447.00	3,193,478,804.00
76	Ministry of Sport, Youth and Child Development	768,110,032.28	777,778,192.48	739,243,342.75	2,285,131,567.51
77	Ministry of Defence	771,231,421.03	842,039,582.35	1,045,635,138.06	2,658,906,141.44
78	Special Division	745,409,040.00	2,012,860,000.00	1,144,991,738.00	3,903,260,778.00
80	Ministry of Education	374,377,188.32	839,540,952.93	3,075,366,274.00	4,289,284,415.57
85	Ministry of Lands	74,214,460.80	70,964,595.75	315,014,151.89	4,289,284,415.57
87	Anti-Corruption Commission	305,132,420.00	130,412,265.00	38,703,633.00	474,248,318.00
89	Ministry of Agriculture and Co-operatives	2,576,711,001.00	1,552,982,023.07	2,738,961,076.04	6,868,654,100.11
90	Lusaka Province	380,112,190.00	782,681,420.00	1,417,820,887.00	2,580,614,497.00
91	Copperbelt Province	494,931,968.81	795,922,285.13	1,515,796,207.41	2,806,650,461.35
92	Central Province	419,005,485.00	557,043,477.00	937,326,159.00	1,913,375,121.00
93	Northern Province	351,814,539.00	782,710,399.00	1,273,533,954.00	2,408,058,892.00
94	Western Province	723,523,773.59	1,022,048,935.92	1,488,200,836.50	3,233,773,546.01
95	Eastern Province	427,863,382.00	773,431,062.00	1,527,990,110.00	2,729,284,554.00
96	Luapula Province	85,004,651.00	343,081,412.00	269,274,968.00	697,361,031.00
97	North-Western Province	54,954,987.00	64,063,179.00	129,838,862.00	248,857,028.00
98	Southern Province	325,444,684.00	814,590,536.00	1,185,173,726.00	22,325,208,946.00
TOTAL		30,054,491,226.28	33,604,538,808.56	52,978,123,012.56	116,637,153,047.40

The Permanent Secretary was asked why there were so many models of Government vehicles and whether this did not pose possibilities of theft as well as huge expenses in repair works. The Permanent Secretary responded that the Ministry of Finance and National Planning was not in a position to direct ministries to purchase a particular model. Previously, there used to be procedures of what model and what colour a particular Ministry would buy. She cited the example of the Zambia Police Force and Zambia Army vehicles, which used to have specific colours, but presently, there are all sorts of colours. Some ministries even procure second hand vehicles which was never the case in the past and it is true that it is a problem and expensive to get spare parts because of the many models. She further informed your Committee that it is better for the procurement to be done centrally as the needs of various ministries would be known.

On why very old vehicles were still in use in certain ministries which are very expensive to maintain, the Permanent Secretary agreed that it was indeed expensive to maintain some of the old vehicles still in use,

but they were being kept because they could not be replaced because some ministries did not get adequate funds. The old vehicles were not being replaced at the required rate.

Asked whether the Permanent Secretary was comfortable with the expenditure of K116 billion on the maintenance of Government vehicles over the past three years, the Permanent Secretary explained that the high cost was due to the old fleet which was costly to maintain and some Ministries had purchased some vehicles during this period, hence the figure K116 billion.

On why Ministry of the Home Affairs had the highest amount of expenditure on the maintenance of vehicles, the Permanent Secretary explained that vehicles for the Zambia Police and Prisons did not last even for 3 months because of the nature of work. She further stated that certain vehicles are not meant for these departments.

6.3 MINISTRY OF WORKS AND SUPPLY

The Permanent Secretary informed your Committee that an Inter-Ministerial Committee on the Management of the Government Transport Fleet produced a draft policy document in 1997, for approval by Cabinet Office, but it had remained in draft form. The policy document contained well defined guidelines on the procurement, economical fleet management and control measures.

He further stated that another Committee of Permanent Secretaries on the Control of Government Expenditure in the year 2001, redefined some parts of the draft policy document and set guidelines for their implementation, but again, that had not been ratified and implemented.

If the proposed Government transport fleet management policy was in place, there would definitely be high optimisation and rational utilisation of the little available resources. For example, high charges by some private garages would be avoided if Government vehicles were serviced at Government garages.

Who is authorised to drive these vehicles?

On this matter, the Permanent Secretary stated that only those in possession of Certificates of Competence valid for classes of vehicles being driven and who are at the same time holders of SADC driving licence valid for the same classes, with at least two years driving experience, are authorised to drive Government motor vehicles. If one is not in possession of the Certificate of Competence, then he/she is not insured and would have to pay the whole cost of any accident or damage incurred on the vehicle.

Are there any limitations as to how far the vehicles could go? (e.g is authority needed to travel out of town?)

Your Committee learnt that there are limitations as to how far Government motor vehicles can go. This is achieved through the control mechanisms Government had put in place as long as they are strictly adhered to by user ministries and departments such as:

- (a) completion and authorisation of trips in the Log book;
- (b) all motor vehicles to be parked at approved central places by 19:00 hours; and
- (c) issuance of weekend passes for motor vehicles detailed to be driven at the weekend by Controlling Officers in each Ministry, Department or Institution.

He further stated that the utilisation of Government motor vehicles is dependent upon the nature of duties. Each Government motor vehicle is supposed to have a Log book to enable the Transport Officer or Head of Department responsible for the day utilisation of their fleet to achieve control. Authority is indeed required and it has to be from the Controlling Officer (Permanent Secretary) or any other authorised senior officer in that formation, ministry or department requesting to travel out of town. VIPs have their own arrangements. They sought authority from State House and Cabinet Office to travel out of town/station.

Who is responsible for the control of the general pool vehicles?

The Transport Officer in each Ministry/Department is appointed to be responsible for the control of the general pool motor vehicles in each ministry, department or institution.

What penalties are instituted in case of damage especially if driving beyond authorised time?

Your Committee learnt that in case of damage resulting from an accident to a Government motor vehicle driven beyond authorised time, the driver, once proved guilty by the Standing Accidents Board (SAB), is surcharged either 100% of the annual salary or the actual cost of repair to the Government vehicle, which ever is less.

How often are general maintenance works done?

The general maintenance works are supposed to be carried out according to the manufacturer's specifications. The respective Transport Officers provide maintenance schedules of their fleet in accordance with the available financial resources. In the absence of franchise dealers in the area, Government vehicles are repaired and maintained by other private garages.

Who is responsible for such maintenance? (i.e does Government have to sub-contract)?

The Permanent Secretary stated that Transport Officers in each ministry, department or institution are responsible for maintenance of Government vehicles. Government sub-contracts almost all its maintenance and repair works because it has no repair workshops of its own since the abolition of Mechanical Services Department (MSD) and Engineering Services Company (ESCO).

He also said that the need for regular maintenance of a motor vehicle is very vital as it is an important prerequisite for ensuring its serviceability, thereby lengthening its life span and prevention of defects which would necessitate taking it to the garage for major repairs.

Your Committee raised concern on the misuse of Government vehicles by politicians as well as Government pool vehicles being misused during week-ends, ferrying sand, stones and building materials. They wondered if there is a plan to stop this. They also asked the Permanent Secretary to shed light on the vehicles that were sold to senior officers. The Permanent Secretary, in response, explained that politicians who have personal to holder vehicles have no restriction in the use of these vehicles. However, efforts were being made to prohibit the use of Government vehicles being used for campaign purposes. Politicians only use the Government vehicles when they are on duty with authority from State House. On the sale of vehicles to Senior Officers, the Permanent Secretary said that it was a Cabinet decision in 2004, to offer vehicles to Directors so as to minimise the use of Government vehicles. Permanent Secretaries and Constitutional Office holders would also buy the vehicles at the end of their contracts. This is done in order to reduce on misuse of vehicles.

The Ministry of Works and Supply had also strengthened Government Inspection. The Inspector had been given authority to impound a vehicle with its contraband which could only be released after payment of K500,000. However, misuse has not completely stopped.

On why there is no misuse of Government vehicles in neighbouring countries like Botswana and Namibia, the Permanent Secretary stated that in these countries, officers are given car loans immediately they start work. They only use government vehicles when travelling out of station or accompanying dignitaries.

On why procurement of Government vehicles is free for all and why there are no designated garages for maintenance and repair, and whether the Ministry regretted the demise of the Mechanical Services Department, the Permanent Secretary informed your Committee that the Ministry of Works and Supply is responsible of the procurement of personal to holder vehicles for Judges, Permanent Secretaries, State House and Constitutional offices. The Permanent Secretary is authorised a threshold of K4 billion. When

the amount goes over K4 billion, it is passed on to the Zambia National Tender Board. The tender documents are prepared and specification of capacity are compared with two dealers. This was done in an effort to get best valued vehicles. It was true that at the time of the Mechanical Services Department, there was control of procurement of spare parts as well as maintenance. Currently, some vehicles stayed in garages for three to five years because the ministries were unable to pay for the charges.

On why the maintenance of vehicles was decentralised and why there are so many models, up to about thirty instead of eight as was the case previously, the Permanent Secretary stated that the dismantling of the Mechanical Services Department could have resulted from the delays in maintenance of vehicles and the Stores could not stock spare parts. The other reason could have been insufficient funds. He, however, said that the decentralisation was done very quickly without considering the merits and demerits.

On the many models of vehicles, the Permanent Secretary said that Government had a limited number of models of eight to twelve. However, Government at times got donations. For instance, the Government received Tata vehicles from India. The Hyundai vehicles were also a grant and Government could not refuse the offer.

Asked how long Government maintained vehicles in terms of lifespan, your Committee were informed that a vehicle was supposed to be maintained for five years, and after that, boarded and auctioned. However, there were vehicles which were ten years old and could not be replaced. The other issue was that even when a vehicle in a Ministry was sold, money went to the Ministry of Finance and National Planning and there was no guarantee that the money would buy another vehicle.

6.4 COMMITTEES' OBSERVATIONS AND RECOMMENDATIONS

Your Committee are appalled that the policy document for maintenance and utilisation of Government vehicles has remained in draft form since 1997. This reflects lack of seriousness on the part of Government.

Your Committee further observe with concern that corruption and pilferages could be rife in the purchase and maintenance of Government vehicles. They also observe that having so many models of Government Vehicles is expensive when sourcing spare parts. They further observe that the type of vehicles bought for the security wings are not durable.

Your Committee, therefore, recommend that:

- i) Government should quickly put in place a policy on the maintenance and utilisation of Government vehicles as this will curb the corruption and misuse of Government vehicles. This way, Government will save a lot of money;
- ii) stern action be taken against officers found misusing Government vehicles;
- iii) the office of the Controller of Government Transport be strengthened and a proper inspectorate be put in place;
- iv) Government should scale down to three models of vehicles;
- v) vehicles should park at designated times and places and there should be designated garages for repairs; this will be cost effective on the part of Government;
- vi) investigations should be instituted on the procurement units and the procurement of Government vehicles should be streamlined; and
- vii) Government should prescribe the models of Government vehicles to be purchased and should ensure that durable vehicles are purchased for all Government departments.

PART II

7. CONSIDERATION OF THE ACTION-TAKEN REPORT ON THE COMMITTEE'S REPORT FOR 2005

ROAD INFRASTRUCTURE

7.1 Fuel Levy

The Permanent Secretary informed your Committee that fuel levy is collected as Excise Duty by the Zambia Revenue Authority on petrol and diesel. These collections are then deposited into a holding account at Bank of Zambia. Budget Office, every month, deposits the collected amount into the main Treasury Account Control 99. It is from Control 99 that the funds are paid to the Road Fund Agency.

Changing the methodology of collection of the fuel levy would mean new legislation to be put in place and the *Customs and Excise Act* would need to be amended to remove Petroleum Fuels from the Excise Duty Schedule. The RFA would, then, have to devise modalities for collecting the fuel levy since ZRA would not collect it on its behalf. Such arrangements would certainly cost the RFA substantial money, in the order of K30 billion.

The earliest time that this could be done was in 2006. However, the present Administration did not consider this change a priority because money would be spent unnecessarily for collecting the fuel levy compared to the more efficient current arrangements. Under the current Administration, all the fuel levy collected by ZRA is forwarded to the RFA in accordance with the law.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee, in noting the submission, reiterate that the fuel levy should be going directly to the Roads Fund, and not Control 99. At present, the Government is losing more than K30 billion kwacha because of the cumbersome process of collection.

7.2 Roads connecting provinces

The Permanent Secretary informed your Committee that Government concurred with the views of upgrading all roads that carry heavy traffic. This would help to lower the cost of operating heavy goods vehicles on those roads. The intention of Government is to tar all roads. However, due to insufficient funds, these works can only be done in a phased out strategy.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee, in noting the submission, express dissatisfaction at the answer. They are of the view that, at this stage, all the inter-Province roads should have been completed and tarred. The issue of lack of funds is not valid. Government should source for funds.

7.3 The Road Development Agency

The Permanent Secretary informed your Committee that the membership of the Board of the Road Development Agency was based on stakeholder representation from stakeholders who benefit from the road infrastructure and need to have a say on what road programmes were being developed by the country. The RDA had a large number of qualified engineers who execute the directives of the Board. It was, therefore, not necessary that the Board should be full of engineers as Board members were non executive and depended on the Engineers employed by the Road Development Agency. Directors were at liberty according to the Act to establish committees where engineers could be co-opted without any conflict of interest since the Agency is of a technical nature.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee are of the view that the stakeholders should revisit the Act so as to have quality on the Board. They further recommend that the Chairman of the Board should be a highway engineer.

7.4 Digital Weighbridges

The Permanent Secretary informed your Committee that digital weighbridges were needed to be put in place quickly in order to curb various vices. This was being implemented under the current Axle Load Control Programme funded by the Norwegian Government.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made in installing up the digital weighbridges.

7.5 Local Contractors

The Permanent Secretary informed your Committee that Government agreed with the observations of your Committee on the policy to empower more local contractors. However, there were instances where donor aid was composed of tax contributions from those countries where the aid came from. In such instances donors had often contended that their nationals should equally be given opportunities to tender for works in foreign countries. What was required was for the local construction industry, through the Ministry of Communications and Transport, under the National Council for Construction (NCC), to ensure that they both joined hands in sourcing finances for procurement of equipment (even through facilities like the non-project grant aid) and capital markets.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee express disappointment at the lack of supervision of works by the National Council for Construction and other supervising bodies, thereby not getting quality works from contractors. They are of the view that if donors are given the right information, conditionalities will be good. Your Committee call for the independence of the National Council for Construction from political interference.

7.6 Law to provide for one Authority

The Permanent Secretary informed your Committee that the issue concerning revisiting the policy and, subsequently, the final decision over this matter rested with Cabinet whose decision and directives would chart the way forward.

The three Road Agencies were being operationalised at the moment and their performance would be monitored and evaluated after they were operational. It should be appreciated that the current scenario provided for good checks and balances among the three institutions.

As regards the outstanding K100 billion, at the time the former National Roads Board (NRB) was under the jurisdiction of the Ministry of Communications and Transport, the Ministry had made adequate representations in the form of letters to the Ministry of Finance and National Planning, for the outstanding amount of K100 billion to be remitted to the NRB. However, now that the NRB had been dissolved and its functions transferred to the National Road Fund Agency under the Ministry of Finance and National Planning, the matter would now be handled by it.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made in revisiting the law to provide for one authority to be in charge of the road sector. They also urge the Ministry of Finance and National Planning to remit the sum of K100 billion to the National Roads Fund Agency which has taken over the functions of National Roads Board (NRB).

7.7 Funding

The Permanent Secretary informed your Committee that more resources were required in order to develop the road network in Zambia. The ROADSIP Bankable Documents indicated that huge sums of money were required to bring the road network into a condition where roads could positively contribute to investment and economic development.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee urge the Ministry of Works and Supply to impress upon Government for adequate funding to improve the road network.

7.8 Victoria Falls Bridge

The Permanent Secretary informed your Committee that the feasibility study for strengthening the Victoria Falls Bridge had been completed. In addition, some civil works had commenced which would enable commercial heavy traffic to pass over the bridge as soon as they were completed.

So far, installation of extra concrete barriers on the roadway had been completed and 80 per cent of drainage improvements on the roadway, railway and walkway had also been completed.

However, the following additional measures need to be carried out in order to strengthen the bridge:

- (i) surface treatment of steel structure;
- (ii) improvement of power cable arrangement;
- (iii) footway deck replacement;
- (iv) railway deck replacement; and
- (v) roadway deck replacement.

In order to carry out these works, the Zambian and the Zimbabwean Governments had approached the Government of the Peoples Republic of China to assist in carrying out these measures. A formal response was being awaited before the technical details could be developed.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made in completing the works at the Victoria Falls Bridge and the progress made in securing assistance from the Peoples Republic of China. Further, your Committee would like to be informed if the Bailey bridges have been moved from the Vice-President's Office, Disaster Management and Mitigation Unit to the Road Development Agency.

7.9 Permanent Staff on the Agencies

The Permanent Secretary informed your Committee that the recruitment of staff for the three Agencies was well underway. The Boards of the three Agencies had begun with the recruitment of Chief Executive Officers. Two of the Agencies, the Road Development Agency and the National Road Fund Agency had appointed their Chief Executives. The Road Transport and Safety Agency was in the final stages of appointing their Chief Executive Officer.

The Chief Executive Officers would in turn recruit their management staff and this process had already begun for the agencies that had recruited their CEOs.

In view of the progress made, the European Union had released the first tranche of 25million Euros to the Zambian Government. The Government was preparing to receive the second tranche as the benchmark on staffing the agencies and kilometers of work done had been met.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee urge the ministries to expedite the recruitment of the remaining staff so that Zambia could receive the 45 million Euros.

AIR TRANSPORT

MINISTRY OF COMMUNICATIONS AND TRANSPORT

7.10 Monies to review the Aviation Law

The Permanent Secretary informed your Committee that Government, through the Ministry of Finance and National Planning, was actively considering the issue of disbursing the recalled monies meant for the review of the Aviation law. The Committee would be updated on this matter.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made in disbursing the said monies.

7.11 Civil Aviation Department

The Permanent Secretary informed your Committee that, in the short term, Government was in the process of strengthening the Department of Civil Aviation through the Public Service Reform Programme in order to monitor compliance with aviation regulations and rules.

Ultimately, the *Aviation Act*, Cap 444 and the *Central African Civil Air Transport Act*, CAP 451 of the Laws of Zambia would be reviewed in order to provide for the creation of the Civil Aviation Authority and the regulatory framework for air transport in the near future after studies had been carried out to determine its usefulness. Other pieces of legislation to be reviewed include:

- (a) *Safety Civil Aviation Act*, CAP 445;
- (b) *Air Services Act*, CAP 446;
- (c) *Carriage by Air Act*, CAP 447;
- (d) *Limitation of Liability (Passenger in Government Aircraft) Act*, CAP 448; and
- (e) *Air Passenge Service Charge Act*, CAP 450.

The Ministry of Communications and Transport was currently working out modalities with the Ministry of Justice on how best the legal review could be conducted in the shortest possible time.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee urge the Ministry to expedite the legal review. They would like to be informed of the progress made.

7.12 Transport Policy

The Permanent Secretary informed your Committee that Government had in fact started consultations with stakeholders in the sector on this matter. The objective of the consultations was to receive submissions from the stakeholders on how the financial viability of the sector could be attained. Indications so far point to the fact that the air industry in Zambia was viable.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee urge the Ministry to speed up the process and inform them of the progress made.

7.13 Jet – A1 Fuel

The Permanent Secretary informed your Committee that Government had taken deliberate measures to address this concern as follows:

- (i) reduce Excise Duty with effect from October to December, 2005:
 - (a) on petrol from sixty percent to thirty five percent; and
 - (b) on diesel from thirty percent to twenty one percent; and
- (ii) remove thirty percent Excise Duty on heavy fuel oil.
With regard to Jet-fuel, Government decided to waive the 5 per cent import duty on the product in order to reduce its price. Therefore, Jet-A1 fuel was currently not subjected to any tax. The impression that had been created that Jet-A1 fuel was most expensive in Zambia within the region was, therefore, totally false. Zambia, in fact ranks among the middle-of-the-pack countries in terms of the cost of Jet-A1 fuel. The Jet-A1 fuel price in Lusaka was cheaper than that in Johannesburg, south Africa and Nairobi, Kenya – which were currently regarded as the two hubs south of the Equator.

The table below highlights the prices of Jet-A1 fuel based upon the September, 2005 price levels in the region.

Country	US Cents (Price per Litre)	Country	US Cents (Price per Litre)
Angola	77.72	Mozambique	65.50
Botswana	79.89	Namibia	58.49
Tanzania	66.33	South Africa	70.22
Malawi	81.00	Zimbabwe	86.00
Kenya	80.18	Zambia	74.41

The measures and complimentary actions that Government was undertaking to address production problems of oil marketing companies and INDENI Petroleum Plant were aimed at addressing the entire cost build-up structure of the petroleum industry.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee are disappointed with the contradictory answer given by the Ministry to the effect that Jet-A1 fuel is cheaper in Lusaka than South Africa, whereas the table produced by the Ministry shows that Lusaka is more expensive. This type of answers show lack of seriousness by the Government. Your Committee feel misled by the contradiction in the submission.

7.14 Lilayi Airport

The Permanent Secretary informed your Committee that the issue of squatters was a sensitive one. It was, therefore, being handled carefully by engaging all the relevant wings of Government. To this effect, a draft Memorandum of Understanding had been forwarded to the Ministry of Justice for legal-opinion. A response were still being awaited.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee are appalled by total disregard of the law. They observe that there is fear on part of Government to remove the squatters because they have genuine papers. They recommend that the person who gave authority for the people to build around the airport should be brought to book. The squatters should be removed immediately and compensated.

7.15 National Airline

The Permanent Secretary informed your Committee that a consultant hired to undertake a study on the establishment of a national flag carrier had submitted an interim report. The study should be completed within the first quarter of 2006. Government was in fact doing everything possible to ensure that a national airline was established in order to boost tourism, create employment, boost non-traditional exports and re-establish national pride, identity and prestige on the international stage.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like the matter of establishing a national airline expedited. They await progress.

TOURS OF SOUTHERN, WESTERN AND EASTERN PROVINCES ROADS

LIVINGSTONE ROAD, CHOMA-NAMWALA ROAD, GREAT EAST ROAD, AND CHIPATA-MFUWE ROAD

7.16 Kafue/Mazabuka section

The Permanent Secretary informed your Committee that the road between Kafue and Mazabuka would be rehabilitated through a performance contract scheduled to begin this year in 2006. The performance contract was expected to run for three years in order to ensure continued maintenance of the road. Additionally, the Ministry of Works and Supply would carry out periodic maintenance to correct the unevenness in the road profile when sufficient funds were mobilised.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made on the matter.

7.17 Zimba/Livingstone Section

The Permanent Secretary informed your Committee that the rehabilitation of the road between Livingstone and Zimba would be carried out in 2006. The rehabilitation of the project would be funded under the European Union – Financed Periodic Maintenance Programme.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made on the matter.

7.18 Kafue Check Point

The Permanent Secretary informed your Committee that the Ministry of Works and Supply would construct a modern weighbridge at the junction of the Lusaka-Chirundu road and the Livingstone-Kafue road, complete with adequate staff houses, office, toilet facilities and all the requisite infrastructure. The weighbridge at Kafue would be funded under the Load Control Programme financed by the Norwegian Government and the European Union. The programme includes, among other things, the installation of computerised weighbridges and construction of building infrastructure.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee request to be informed when the construction will start and end.

7.19 Guard rails

The Permanent Secretary informed your Committee that Government, through the Ministry of Works and Supply, had taken note of the Committee's observations and would ensure that the repairs of guard rails were included in the performance contracts to be awarded for carrying out routine maintenance of the road between Lusaka and Livingstone.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made on this matter.

7.20 Grading of Gravel Roads

The Permanent Secretary informed your Committee that Government had planned to re-introduce Road Maintenance Camps in all provinces to facilitate the carrying out of recurrent maintenance of unpaved roads. All Maintenance Camps would be equipped with at least one grader for this purpose.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee observe that the reintroduction of Road Maintenance Camps had been on the drawing board since 2002. They urge Government to speed up the matter and they would like to be informed when this will be done and fully implemented.

7.21 Tenders

The Permanent Secretary informed your Committee that the Ministry of Works and Supply followed the regulations laid out by the Zambia National Tender Board in the procurement of civil works. Government was presently reviewing and streamlining the tendering process in order to address this concern.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee observe with concern that the Government is spending more and more money on consulting and reviewing. They want to be informed of the progress on the matter.

7.22 Painting of Humps and Guard rails

The Permanent Secretary informed your Committee that the Ministry of Works and Supply intended to oblige contractors that would be awarded performance contracts this year to undertake painting of pedestrian crossings and to construct speed humps and guard rails on all roads that they would rehabilitate for the next three years. The Ministry would monitor this work closely.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made on the matter.

7.23 Choma/Namwala Road

The Permanent Secretary informed your Committee that the Ministry of Finance and National Planning in October, 2005, released the full amount of K11,000,000,000 provided in the 2005 budget for the construction of Choma/Chitongo road. The contractor was paid the full principal amount of K4,600,000,000 owed to him by the Government for works carried out on the previous contract covering the construction of Chitongo/Namwala road.

The contractor would resume construction of Choma-Chitongo road in April, 2006, that was suspended in August, 2000. The contract needed to be reviewed in the light of the many years that had passed since the contract was signed in 1999.

In this regard, the Ministry of Works and Supply planned to allocate an amount of K11,000,000,000 in the 2006 Budget for the construction of Choma/Chitongo road to enable continuation of the project in 2006.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed if the works on the Choma/Namwala road have commenced.

7.24 Narrow Bridges

The Permanent Secretary informed your Committee that the Government had taken note of the request made by the Committee to reconstruct new and wider bridges on Choma-Chitongo road. This had been included in the revised contract for the construction of Choma-Chitongo road.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed if construction works have started on the two bridges.

7.25 Road Signs

The Permanent Secretary informed your Committee that the Ministry usually provided road signs on all roads during their construction or maintenance. However, the rate of vandalism of these road signs appeared to be on the increase as observed by the missing road signs on most of the roads throughout the country.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee urge the Ministry to find ways of stopping the vandalism, or better still, change the type of metal used for these to an alternative material.

7.26 Great East Road

The Permanent Secretary informed your Committee that the Ministry of Works and Supply was actively pursuing efforts to source funding from the African Development Fund. Meanwhile, it would continue to carry out periodic maintenance on the road from Nyimba to Katete. Provision for funding had also been included in the 2006 Budget to enable better alignment of the road in the hilly areas. Motorists were advised to be extra careful when driving through these areas.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made in sourcing for funds from the African Development Fund.

7.27 Chipata/Mfuwe Road

The Permanent Secretary informed your Committee that Government appreciated the views of your Committee and considered this road as being an important road, however, presently there were no funds to enable the tarring of the road. Government was actively continuing dialogue with co-operating partners who had shown willingness to consider tarring the road. The European Union had, in fact, made a provision of K4.8 billion for periodic maintenance of the Chipata-Jumbe-Lundazi road (D140).

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee emphasise the importance of this road. They, therefore, urge Government to source funds to tar this road urgently.

7.28 Nkalamabwe Bailey Bridge

The Permanent Secretary informed your Committee that Government had already awarded the construction of the new bridge at Nkalamabwe to Messrs Sable Transport Limited at a contract amount of K4,573,409,023 with a completion period of six months. The Contractor commenced mobilising plant and equipment and camp establishment in December, 2005. The works would begin in earnest in 2006.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made on the construction works of the bridge.

7.29 Nchoncho River

The Permanent Secretary informed your Committee that Government planned to provide a permanent bridge across Nchoncho river. The Ministry of Works and Supply was now sourcing funds for the construction of the bridge.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made on the matter.

7.30 Weighbridges

The Permanent Secretary informed your Committee that according to the Axle Load Control Programme, the construction of modern weighbridges would be carried out at the Mazabuka turn-off on the Lusaka-Chirundu road; at Chongwe on the Lusaka-Luangwa Bridge road ; and at Katete/Chanida junction on the Katete-Chipata road.

The Programme had also identified the need to construct about eight weighbridges at strategic places on our road network, but the funds currently provided by the Norwegian Government and European Union were sufficient to construct only five weighbridges. The other places identified include the Kazungula-Sesheke road; at the junction of the Ndola-Kapiri-Mposhi road; the Kapiri-Mposhi-Serenje road; in Kapiri-Mposhi; Kafulafuta; the Mpika-Nakonde road; the Solwezi turn-off on the Chingola-Kasumbalesa road. The new weighbridge stations would provide housing accommodation for staff with toilet facilities and offices.

Your Committee would like to be informed of the progress made in constructing the new weighbridges.

7.31 Mwami Weighbridge

The Permanent Secretary informed your Committee that the weighbridge at Mwami would be relocated to another site within the boundaries of Zambia when funds became available.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee are dismayed that this matter is not being handled with the seriousness it deserves. They recommend that the weighbridge be moved into Zambia immediately.

7.32 Chipata Aerodrome

The Permanent Secretary informed your Committee that Government was already taking measures to ensure that erring contractors were punished to the letter of the law. However, the matter of revising retention required careful study and consultation. At present, the internationally accepted standard and practice was to charge five percent of the contract sum so that capital was not unnecessarily tied down. There was a danger in revising the amount of retention upwards to about thirty to forty percent as this

would impact negatively on the local contractors, as they would be unable to have adequate capital available to ensure timely and effective completion of capital projects. Current conditions of civil works contracts required payment on invoices prorata to the works completed. Imposing the condition to hold thirty to forty percent of the contract sum until after six months to one year after the works were done on expiration of the defect liability period would be an enormous burden for the local contractors and would be a recipe for killing our local contracting industry. Only international contractors would meet such a condition for a capital project.

What was required was to build the supervisory capacity of Government and its contracted supervising consultants to ensure the effective and efficient conclusion of capital projects.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of what punishment has been meted on the said contractor.

AIRPORTS

7.33 Mfuwe Airport

The Permanent Secretary informed your Committee that Mfuwe Airport had been earmarked for expansion under the Five-Year Development Plan commencing in 2006. Under this Plan, the Airport runway would be extended to handle bigger capacity aircraft. The post office and bank were to be relocated elsewhere as soon as the Zambia Postal services Corporation found an alternative location within Mfuwe boma. Measures were underway to relocate the post office and bank.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made in expanding the airport and shifting the post office and the bank to Mfuwe boma.

PART III

8. CONSIDERATION OF THE ACTION-TAKEN REPORT ON THE COMMITTEES' REPORT FOR 2004

METEOROLOGICAL SERVICES IN ZAMBIA

8.1 Meteorological Policy

The Permanent Secretary informed your Committee that the draft Meteorology policy had been prepared and was in circulation for comments amongst Cabinet Ministers as part of the established approval process and procedure. It was hoped that the approval would be done sometime in 2006.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made on the matter.

8.2 Legal Framework for the Department of Meteorology

The Permanent Secretary informed your Committee that in order to be proactive and avoid commencing the drafting process only after the policy had been approved, the Ministry of Communications and Transport started the process of formulating the Legal framework for the Department of Meteorology in 2004. The draft Bill was ready and had been prepared, in consonance with the draft policy. It would be presented to the Ministry of Justice for further action as soon as the policy was approved by Cabinet. The Meteorology Policy was expected to provide guidance on how legal, financial and institutional reforms and mechanisms

would be put in place, and the implementation thereof. It was hoped that this would be finalised during 2006.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made on the matter.

8.3 Funding of the Meteorological Department

The Permanent Secretary informed your Committee that in order to enhance the dissemination process of weather and climate information, the Meteorological Department was installing World Space Digital receivers at community radio stations. This would enable the radio stations have access to weather and climate information for them to broadcast within their areas. Part of the funding for the installation was released during the last half of 2005. The World Space Receivers have so far been installed at the following community radio stations:

- Radio Chikaya in Lundazi;
- Breeze FM in Chipata;
- Radio Mazabuka in Mazabuka;
- Petauke Association of Small and Medium Enterprises in Petauke; and
- National Agriculture Information Service at the Ministry of Agriculture and Co-operatives Headquarters, Lusaka.

The exercise was still on-going. The next community radio stations targeted were those in Kasama, Mansa and Mongu, in addition to the Provincial Agriculture Co-ordinator's Office.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made on the matter.

8.4 Procurement of Meteorological Equipment and opening up of Additional Meteorological Stations

The Permanent Secretary informed your Committee that during 2005, there had been improvement in the state of infrastructure as a result of installing basic meteorological equipment and communications facilities at all the thirty-six meteorological stations countrywide. What remained to be done was to protect the equipment against vandals by fencing off the sites so that there would be no intruders.

Opening new weather stations to cover the seventy-two districts was a phased process, given the limited resources available to Government. Initial targeted districts are:

- i) Mpulungu: because of the fishing, environmental protection, agricultural and marine transport activities that go on around Lake Tanganyika;
- ii) South Downs Airport in Kitwe: because of the aviation industry, agriculture and environmental (air pollution) activities around the Copperbelt; and
- iii) Nansanga Farm Block in Serenje: because of the demand for meteorological products in the block; the Ministry is liaising with the Ministry of Agriculture and Co-operatives so that as these farming blocks are established, there must be a weather station within each of the farm block.

The Permanent Secretary informed your Committee that there are plans to establish additional weather stations. However, it had been difficult to implement them due to insufficient funds.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee observe that the attitude towards the Meteorological Department which is a very important component of the economy, is that of laxity. They, therefore, urge the Government to speed up the opening up of weather stations in all the seventy-two districts.

8.5 Training Meteorological Staff

The Permanent Secretary informed your Committee that the Meteorological Department was liaising with the Zambia Air Service Training Institute to localise some of the training programmes in meteorology. However, the exercise would only commence when ZASTI recruited staff to teach the course.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made on the matter.

PART IV

9. CONSIDERATION OF THE ACTION-TAKEN REPORT ON THE COMMITTEE'S REPORT FOR 2003

9.1 Zamtel

The Permanent Secretary informed your Committee that the consultancy study on reviewing the *Telecommunications Act* had been completed.

As a result of this study, the Government's focus had now shifted from unbundling Zamtel to that of commercialisation. The Board of Zamtel was currently working out mechanisms on how the commercialisation process would be conducted.

This matter had also been a subject of discussion by the Committee on Government Assurances, where it had been closed, as a result of the shift in Government policy. Your Committee expressed satisfaction at the manner in which Government was handling the matter. Based upon this information, the Permanent Secretary urged your Committee to consider closing the matter as had been done by the Committee on Government Assurances.

COMMITTEES OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made in commercialising Zamtel.

9.2 Empowerment of the Road Traffic Commission

The Permanent Secretary informed your Committee that the budget for the Road Transport Safety Agency had been prepared and submitted to the Ministry of Finance and National Planning. A Cabinet Memorandum on the operationalisation of the three Agencies, namely, the Road Transport and Safety Agency, the Road Development Agency and the National Road Fund Agency had been submitted to Cabinet. A Cabinet decision was being awaited.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress on the matter.

9.3 Compulsory Installation of Tachometers to check on the Speed of Public Service Vehicles (PSV)

The Permanent Secretary informed your Committee that the Statutory Instrument (SI) on compulsory installation of tachometers in vehicles was approved by the Ministry of Justice. However, before it could be signed by the Minister of Communications and Transport, and gazetted into law, the Road Transport and Safety Agency recommended that the original Statutory Instrument should be modified to include compulsory installation of speed limiters rather than just tachometers.

A tachometer is an instrument that measures and records the following:-

- i) time of commencement of journey;
- ii) speed at which the vehicle is running;
- iii) number of stops made during the journey; and
- iv) time of arrival.

It was, therefore, more of a management tool that a manager could use to determine the conduct of the driver during the journey.

A speed limiter, on the other hand, is a device installed in a vehicle to control the speed of a vehicle, to a set limit. The main advantage of a speed limiter over a tachometer was that the vehicle fitted with a speed limiter could not be driven beyond the speed limit set. Once the Statutory Instrument is approved by the Ministry of Justice, all PSV vehicles could be compelled to fit speed limiters with a maximum speed of 100 km/h as required by law.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made on the matter.

9.4 Long Distance Passenger Vehicles to Travel Only Between 05:00 Hours and 20:00 Hours

The Permanent Secretary informed your Committee that the Statutory Instrument was approved by the Ministry of Justice and issued by the Minister of Communications and Transport in October, 2005. However, following numerous complaints by truckers, and the major mining companies, the Minister suspended the Statutory Instrument until further consultations have been made on the matter. Consultations were in progress.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made on the matter.

9.5 Meteorological Department Staff Establishment

The Permanent Secretary informed your Committee that the Ministry of Communications and Transport was one of the four ministries that had not been restructured, and hence the staff establishment of the Meteorological Department was awaiting restructuring of the Ministry.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the progress made on the matter.

9.6 Staff Houses for Meteorological Staff

The Permanent Secretary informed your Committee that the housing allowance had not addressed the workers' concerns because it was not adequate. The K50,000 given as housing allowance was not enough to rent a house anywhere in Zambia.

COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS

Your Committee would like to be informed of the Government's next move since it has been realised that K50,000 is not sufficient for a worker to rent a house.

10 CONCLUSION

Your Committee in concluding the consideration of the Action-Taken-Report, observe that all the answers have fallen short of the Committee's expectations. Issues raised as far back as 2003 have not been addressed. They hope that the issues raised in this report will be addressed.

Your Committee express their gratitude to the Permanent Secretaries in the Ministries of Works and Supply; Finance and National Planning; Education; and Science, Technology and Vocational Training for the information provided. They also thank the Engineering Institution of Zambia for the valuable information.

Your Committee thank you, Mr Speaker, for the guidance given to them throughout the deliberations. They further wish to express their appreciation for the advice and services rendered by the Clerk of the National Assembly and her staff.

Lusaka
May, 2006

D M Syakalima, MP
CHAIRPERSON

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