EXAMPLE OF A CONSULTATION DOCUMENT

Prepared April 2004. Source: Draft Consultation Document (Green Paper) prepared for Zimbabwe when they were preparing their road sector policy.

This document shows the typical format used to consult interested parties about possible options for restructuring road management and finance. Note how clearly each proposal is highlighted and flagged as a new Policy Proposal.

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INTRODUCTION

Transport is indispensable to economic and social development in many ways. A number of challenges are faced when dealing with this sector. Government must ensure that the transport sector does not inhibit economic development now and in the future. This means that infrastructure must be adequate and provision of services must be efficient at all times. Unfortunately, the resources needed to create and maintain the required infrastructure are not always adequate. The situation is getting more difficult as Government strives to reduce the budget deficit from years to year to levels that are economically sustainable. Recognising this, Government is encouraging private sector investment in infrastructural development through BOT/BOO or joint venture arrangements. With regard to improving efficiency, Government has already taken a decision to deregulate the economy and commercialise state enterprises so that they become more efficient and competitive. Government is also determined to reduce its expenditure.

Roads are the arteries of a nation and their provision and subsequent maintenance ensures that the nation remains vibrant and alive. This is especially so for a land-locked country where access to external sea ports is vital. To ensure growth with equity and to reduce rural to urban drift, growth points need to be linked to major towns by surfaced roads, and rural service centres need to be linked to growth points and major towns by surfaced all weather roads. To ensure timeous and sustainable maintenance of the national road network, adequate funding has to be provided and road administration streamlined. The reform process in the road sub-sector is expected to enhance this.

The high carnage on the roads and air pollution from smoking vehicles are other concerns. Annual vehicle checks, active policing and strict enforcement of regulations on environmental pollution might address these concerns.

PURPOSE OF THE GREEN PAPER

This Green Paper is not in itself stated Government policy. It is a consultative document. It is designed to raise issues and questions that need to be answered in order for Government to formulate policy. The Paper aims to provide a framework for focused policy discussions. It puts forward options which are designed to stimulate a response from the public and interested parties. It is essential for all relevant parties to any public interest reforms to be consulted throughout the process. This will-ensure that all views are taken on board and an attempt is made to reach consensus. Consultation is now the hallmark of the Government, and this principle is strongly subscribed to by the Ministry of Transport and Energy.

A White Paper will be produced which sets out Government policy at the end of the consultation period.

Comments to issues raised in this document are invited from all interested parties and can be forwarded to

Atn: Permanent Secretary
Ministry of Transport and Energy
P.O. Box CY595
Causeway
HARARE
Zimbabwe
BACKGROUND

The road network in Zimbabwe consists of some 90,000km. Of these, 14,000km are surfaced, 56 000km are all-weather roads, with the rest being earth roads. The network has a replacement value estimated to be approximately Z$30 billion.

Past policy for the road sub-sector has been to provide new roads to open up the rural areas and redress the imbalances of the past. The policy aimed to link all growth points with provincial centres. Past policy had a clear bias towards providing new roads. However, Government recognises that times have changed. It is now necessary to formulate a policy that is responsive to the changing needs of the sector, and which recognises the road users as ‘customers’ for the road infrastructure services being provided.

The Government recognises the need for reform in the road sub-sector and subscribes to the SADC Protocol on Transport, Communications and Meteorology, which was signed by the President on 24 August 1996. This Protocol commits Zimbabwe to making new arrangements for the management and financing of roads as part of a harmonised regional approach to road infrastructure management. The signing of the Protocol was followed, in October 1996, by a workshop, which brought together stakeholders in the network from both public and private sectors to provide a catalyst and a vehicle for comprehensive institutional reform in the road sub-sector. In particular, the workshop addressed issues of road legislation, road classification, road administration and funding for road construction and maintenance. It made a number of far-reaching recommendations on reforms in all of these areas and agreed to adopt a sectoral approach to addressing problems facing the sector.

A Road Sector Reform Steering Committee (RSRSC) was set up in April 1997 to oversee and monitor the reform process. This has been supported by a Reform and Development Co-ordinating Unit to act as the secretariat to RSRSC and to manage the programme of reforms on a day-to-day basis. RSRSC produced a draft policy statement for the sector and this was used to guide consultancy studies in the areas of road funding, network classification, and legislation. As part of these studies, workshops were held in different parts of the country to disseminate information and to seek the views of stakeholders. A high level workshop was then held in October 1998 to agree detailed policy recommendations that form the basis of this Green Paper.

The policy review process and numerous activities under the Road Sector Reform and Development Programme (RSRDP) have been kindly assisted by the Swedish International Development Agency (SIDA) and the Danish International Development Agency (DANIDA).

Policy Proposals

1. ROLE OF THE ROAD SUB-SECTOR

Background

Roads are a key element in the functioning of Zimbabwe’s economy in that they enable rapid movement of people and goods for export and import. Roads provide links with neighbouring countries and form arteries to seaports, facilitate internal and regional trade, foster urban and rural development, encourage tourism, create employment, facilitate provision of health and education and agricultural services.
Policy proposal

The Government of Zimbabwe will encourage the road sub-sector manage its activities so as to sustain and develop an adequate road network in support of national and regional socio-economic goals by providing, maintaining, improving and regulating all roads in order to:

(a) Ensure access to centres of economic and social importance in rural and urban areas
(b) Ensure access to neighbouring states
(c) Provide an adequate level of service and minimise total transport costs
(d) Preserve assets vested in road infrastructure
(e) Provide an acceptable level of safety to road users
(f) Minimise detrimental impacts on the environment

2. ROAD SUB-SECTOR INSTITUTIONAL STRUCTURE

2.1 National Road Authority

(a) Background

The ‘National Roads Authority’ is the body named under the Roads Act to be the ‘owner’ of roads on behalf of the State.

The Minister responsible for transport shall be the National Roads Authority and have overall responsibility for the sub-sector.

2.2 Road Authorities

(b) Background

The Roads Act will be revised to confer Road Authority status on all rural district councils and urban councils.

The Department of Roads will be conferred the status of a Road Authority. However, in keeping with the Government’s policy on divestiture of management and operations functions, the Department will start to commercialise with the aim of becoming an independent authority.

(c) Policy proposal

Rural District Councils and Urban Councils will be defined in the Roads Act as road authorities.

The Department of Roads will be transformed into a State Highways Authority, which will be defined in the Roads Act as a road authority.

2.3 ZIMBABWE NATIONAL ROAD ADMINISTRATION

Formation of Zimbabwe National Road Administration (ZiNaRA)
(a) **Background**

There is need to focus on maintenance of the existing road infrastructure and funds are to be solicited from road users for that purpose. Road users can only be willing to pay for maintenance of roads if a specific body is charged with managing their contributions.

(b) **Policy Proposal**

<table>
<thead>
<tr>
<th>There shall be created a body to be known as the Zimbabwe National Road Administration (ZiNaRA) which shall be managed by a Board that is:</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) Autonomous, self-directing and self-supporting</td>
</tr>
<tr>
<td>(b) Inclusive of road users</td>
</tr>
<tr>
<td>(c) Independent to manage its day-to-day operations</td>
</tr>
<tr>
<td>(d) Responsive to the needs of users and road authorities</td>
</tr>
</tbody>
</table>

**Composition of ZiNaRA Board and appointment of Members**

(c) **Background**

A key aspect of the *SADC Protocol* is to promote the involvement of road users, the private sector and other interest groups in the management of maintenance of the road network. This principle is bolstered by the fact that the above mentioned contribute considerably to the revenue required for upkeep of the network. The composition of the ZiNaRA Board needs to reflect the role played by the sectors mentioned and the requirements of the *SADC Protocol*.

Board members will be expected to have considerable business acumen and be persons of high integrity.

(d) **Policy proposal**

<table>
<thead>
<tr>
<th>The composition of the ZiNaRA Board will aim to encourage the participation of road users in road maintenance management.</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Board will consist of eleven members, who will be persons of high integrity.</td>
</tr>
<tr>
<td>The members shall be appointed by the Minister responsible for transport; six from nominations from the private sector, and five nominated by each of the following: rural district councils (as one group), urban councils (as one group), Minister for transport, Minister for local government and Minister for finance.</td>
</tr>
<tr>
<td>The six members from the private sector shall be from the following sub-sectors:</td>
</tr>
<tr>
<td>(a) Transport</td>
</tr>
<tr>
<td>(b) Farming</td>
</tr>
<tr>
<td>(c) Commerce and industry</td>
</tr>
<tr>
<td>(d) Road user organisations</td>
</tr>
<tr>
<td>(e) Civic society</td>
</tr>
<tr>
<td>(f) Professional engineering institutions</td>
</tr>
</tbody>
</table>
**Appointment of ZiNaRA Chief Executive and Staff**

*(e) Background*

The ZiNaRA Board will need to be supported by full time staff to administer the functions of the Board on a day-to-day basis. The Board will need to enter into contract with the full time staff with the aim of having certain specific road maintenance outputs delivered.

*(f) Policy proposal*

The ZiNaRA Board will appoint a Chief Executive on a fixed term performance-based contract to be determined by the Board. The Chief Executive will be an ex-officio member of the Board and will act as its secretary.

The Chief Executive will appoint technical and administrative staff also on fixed term performance-based contracts, to undertake the day-to-day work necessary to support the Board.

### 3. MANAGEMENT OF THE ROAD SUB-SECTOR

**3.1 Role of the Minister responsible for transport**

*(a) Background*

The Minister responsible for transport is the representative of Central Government. The Minister on behalf of Central Government should undertake policy formulation.

*(b) Policy proposal*

Responsibility for the road sub-sector policy shall be vested with the Minister responsible for transport, who will consult widely and co-ordinate views of other Ministers and other relevant bodies.

The Minister responsible for transport shall also be responsible for administering the Roads Act, including undertaking certain key statutory functions.

**3.2 Role of the Ministry responsible for transport**

*(c) Background*

The Ministry responsible for transport is the public body that reports to the Minister and has the day-to-day task of monitoring the implementation of government policy.

The Mission of the Ministry responsible for transport, as set out currently and relevant to the road sub-sector, is:

> To ensure the provision of adequate, efficient, affordable, safe and reliable transportation through the formulation and implementation of appropriate policies, strategies and action plans.

The overall objective of the Ministry responsible for transport relevant to the road sub-sector, is:

> To stimulate and support economic development and trade through:

  a) The provision of a comprehensive, reliable and available transport infrastructure
b) The provision of safe, efficient and cost-effective transportation

c) Guiding and administering state enterprises falling under the Ministry’s purview

(d) **Policy Proposal**

The Ministry responsible for transport shall assist the Minister responsible for transportation:

(a) Administering the Roads Act

(b) Reviewing policy

(c) Monitoring the implementation of policy

(d) Administering the road network

### 3.3 Role of the Zimbabwe National Road Administration

(e) **Background**

Currently there is a lack of structure in the sub-sector to co-ordinate planning and ensure standards are met. Funds are coming from a variety of sources, and are being spent in different ways by different organisations to different standards. As resources are limited it is imperative that the core road network be kept in a usable state and this call for co-ordination of all maintenance activities.

(f) **Policy Proposal**

The Zimbabwe National Road Administration (ZiNaRA) shall co-ordinate and administer maintenance of the entire Zimbabwean road network.

### 3.4 Role of Road Authorities

(g) **Background**

Rural district councils and urban councils will be responsible for the management of all roads, other than main roads, in their respective areas of jurisdiction. Rural district councils have constituencies to serve and are accountable to them.

Under the new management arrangements, the Department of Roads will continue to be responsible for managing the main road network as a Road Authority. It is important that the main roads, which form the backbone of the road network, are properly managed and kept open at all times.

(h) **Policy proposal**

Rural District Councils will be responsible for management of those roads classified as feeder roads and falling in their areas of jurisdiction.

Urban Councils will be responsible for management of those roads classified as urban roads and falling in their areas of jurisdiction.

The Department of Roads/State Highways Authority will be responsible for all roads classified as regional, primary and secondary roads.
4.  ASSIGNMENT OF STATUTORY FUNCTIONS

4.1 Statutory Functions of the Minister responsible for transport

(a) Background

It is proposed that the function of declaring roads be the prerogative of the Minister to ensure consistency and equity. Road authorities will prepare and justify proposed road declarations, under regulations and by-laws drawn up in accordance with requirements of the Roads Act, and submit them to the Minister. Thus, the Minister retains the ability to over-rule decisions taken by Road Authorities in the interests of a properly managed road network.

(b) Policy proposal

<table>
<thead>
<tr>
<th>The Minister responsible for transport will be directly responsible for the following statutory functions:</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) Declaration of roads according to functional class</td>
</tr>
<tr>
<td>(b) Closure of roads on a permanent basis.</td>
</tr>
<tr>
<td>(c) Setting of standards for road design, construction, maintenance and safety</td>
</tr>
<tr>
<td>(d) Making regulations and setting penalties</td>
</tr>
<tr>
<td>(e) Network administration</td>
</tr>
</tbody>
</table>

4.2 Statutory Functions of ZiNaRA Board

(c) Background

For ZiNaRA to be efficient and effective its Board needs clear terms of reference so as to be responsible and accountable for co-ordination of maintenance of the whole network.

(d) Policy proposal

<table>
<thead>
<tr>
<th>A Board accountable to the Minister responsible for transport shall manage the Zimbabwe National Road Administration (ZiNaRA).</th>
</tr>
</thead>
<tbody>
<tr>
<td>The functions of the Board will be to:</td>
</tr>
<tr>
<td>(a) Set the level of road user charges</td>
</tr>
<tr>
<td>(b) Collect the Road Fund revenue</td>
</tr>
<tr>
<td>(c) Manage the Road Fund revenue</td>
</tr>
<tr>
<td>(d) Allocate and disburse funds among road authorities</td>
</tr>
<tr>
<td>(e) Monitor the implementation of road maintenance projects by road authorities</td>
</tr>
<tr>
<td>(f) Audit the use of funds from the Road Fund by road authorities</td>
</tr>
<tr>
<td>(g) Set road maintenance project preparation and assessment guidelines</td>
</tr>
<tr>
<td>(h) Help road authorities plan road maintenance works</td>
</tr>
<tr>
<td>(i) Approve multi-year road maintenance rolling plans</td>
</tr>
</tbody>
</table>
4.3 **Statutory Functions of Road Authorities**

**(a) Background**

Road authorities will exercise certain statutory functions as assigned them under the Roads Act.

**(b) Policy proposal**

Road authorities shall carry out the following statutory functions.

- Diversion and closure of roads on a temporary basis
- Construction and maintenance of roads, bridges and drainage structures
- Acquisition of land and materials, abstraction of water from rivers and dams and sinking of boreholes for road construction and maintenance purposes
- Removal of obstacles from the roads
- Planning and reservation of land, and payment of compensation
- Control of access to roads
- Control of servitudes encroaching onto road reserves

5. **Management of Road Works**

5.1 **Planning and Implementation of Works**

**(a) Background**

The Government’s view is that all management and operational functions should be divested to corporate bodies, initially wholly owned by Government and local authorities, and also to the private sector. These corporate bodies can then be readied for eventual privatisation, and will compete on an equal basis with the private sector for road provision and maintenance business.

In future, Government will act as a facilitator for others who are better placed to manage and implement works on the network.

**(b) Policy proposal**

*Works on the network, including the planning, programming, design and contract preparation, and operations to undertake the physical works, shall be undertaken by the Department of Roads/State Highways Authority, Rural District Councils and Urban Councils.*

*ZiNaRA will co-ordinate planning and supervision of road maintenance works to be undertaken using Road Fund funds.*
5.2 Commercialisation of Works Operations

(c) Background

In the past, Government has acted as a provider of services, sometimes in direct competition with the private sector. Government now recognises that it is more cost-effective to split the political role of government from that of the management, implementation and provider of services.

The Zimbabwe Programme for Economic and Social Transformation (ZIMPREST) announced by Government seeks to reform public service ministries and departments, so as to separate policy formulation and regulatory functions from implementation functions.

Government wishes to see ministries and local authority bodies concentrating on their ‘core business’ of policy formulation and regulation and leaving implementation of works to the private sector and commercially run public enterprises.

(d) Policy proposal

Road authorities shall adopt commercial practices in undertaking all works.
ZiNaRA shall formulate and adopt maintenance funding policies, which will require use of the private sector, encourage competition, and shedding of non-core functions by road authorities.

5.3 Network Functional Classification

(e) Background

The current road classification no longer meets the needs of a modern road network and is inconsistent with the new management arrangements being proposed. A study has been carried out that has proposed how the road network should be re-classified.

(f) Policy proposal

The road network will be re-classified according to function served so as to facilitate proper planning and management of the network. All roads qualifying as public roads shall be re-declared.

The Roads Act shall allow roads to be ‘de-gazetted’ under certain circumstances.

The Roads Act shall also define private roads.

6. Funding of the Road Sub-sector

6.1 Capital Projects Funding

(a) Background

Zimbabwe is a country, which is young and is still attempting to redress imbalances of the past vis a vis provision of infrastructure. There will continue to be a genuine need to upgrade a significant length of the network and build new roads to open up formerly disadvantaged areas. These developments represent capital works, which will result in greater demand for maintenance funds. Works on the network should ideally be funded in the following order of priority: 1) routine and periodic maintenance 2) rehabilitation and 3) development (new works).
Funding of rehabilitation and new roads from road user charges should be the aim, but this can only be achieved in the long term. In the meantime, other sources of funds must be sought to fund these works, including general revenues and donor funds.

(b) Policy proposal

Rehabilitation and development projects shall be funded from the following sources:

(a) Public Sector Investment Programme
(b) Local Authorities’ own sources
(c) Other sources

6.2 Road Maintenance Funding

(c) General

Over the years, funds for roads have been dwindling in real terms. It is a waste of resources to provide new roads when funds are inadequate for their maintenance. Not only do maintenance costs escalate if not done in a timely manner, but for every dollar that fails to be spent on maintenance, the road user ends up paying three dollars in extra vehicle operating costs. These extra costs have to be paid for in foreign exchange, and represent a drain on the economy that the country can no longer afford. It now makes economic sense to give priority to maintaining the existing road network, and to ensure that the essential part of the network, or the core network, functions well. Only then will the road sub-sector contribute fully to the social and economic development of Zimbabwe.

(d) User Pays Principle

Revenue being collected through taxes and other instruments is being competed for by a significant number of sectors. It is no longer possible to allocate funds from these sources to roads to meet needs, in real terms. Clearly, more money is needed. Adequate funding of road maintenance is no longer an option, but is an economic necessity.

Roads in Zimbabwe are currently treated as a social service, being funded from general Government revenue raised through taxation. The Government now considers that roads should be regarded in the same way as utilities such as electricity and water. Road users must pay for the damage they inflict on roads, as well as for the right of way afforded them. Government wishes to encourage and foster the concept of the ‘user-pays’ principle in the road sub-sector.

(e) Policy proposal

Road funding shall be based on the principle that road users, including foreign road users, contribute the full costs of preserving all roads.

(f) Setting up of a Road Fund

Government considers that the best way of adopting the ‘user-pays’ principle is for road user charges to be collected and deposited in a Road Fund. This is consistent with the requirements of the SADC Protocol.
(g) **Policy proposal**

A Road Fund will be set up to:

(a) Provide an adequate, stable, secure and sustainable source of funds for maintenance of the road network

(b) Ensure transparency and accountability in the road funding process

(c) Ensure that revenues obtained from road users under road user charges shall be regarded as dedicated for the provision, maintenance and operation of roads

(d) Ensure that road users, including foreign road users, contribute the full costs of preserving roads while:
   - Ensuring that all roads are priced so as to improve economic efficiency in road transport
   - Promoting equity between different categories of road users
   - Promoting the principle of non-discrimination in implementing road user charging instruments

(e) Be easily recognisable and separate from indirect taxes and other service charges or fees

(f) Be simple to administer, and not subject to widespread evasion, avoidance and leakage

(g) Provide a revenue stream that enables road authorities to commercialise, so as to increase effectiveness and efficiency

(h) **Management of the Road Fund**

Management of the Road Fund should be by the road users themselves, whose contributions make up the revenues, in partnership with government.

(i) **Policy proposal**

The Zimbabwe National Road Administration (ZiNaRA) Board shall manage the Road Fund.

(j) **Dedicating Road Fund Revenue**

Government considers that dedicating the Road Fund is the best way to ensure the acceptance of the ‘user-pays’ principle. Road users will demand focusing on specific activities at any one time.

(k) **Policy proposal**

Funds so collected from road users and other sources for maintenance of the road network shall be deposited in a dedicated Road Fund.

All road maintenance activities by Rural District Councils, Urban Councils and the State Highways Authority shall be funded one hundred percent by the Road Fund.

(l) **Sources of Revenue**

A convenient use-related charge is the existing fuel levy, since the more a vehicle is used, the more fuel is consumed. However, a fuel levy is a poor proxy for road damage because it does not capture the additional costs caused by heavy vehicles. For example, a 10 tonne axle does two-and-a-half times more damage to a road than an eight tonne axle; a 16 tonne axle does 20 times more damage.
A simple mechanism for taking this into account in road user charges is to apply a vehicle licence fee that increases progressively to relate to the road damage done by different classes of heavy vehicle. The use of international transit fees is a requirement of the SADC Protocol and these are designed so that fee levels relate to road use.

Tolls are a rather inefficient form of revenue collection except when traffic levels are very high. Government considers that revenue collection through tolls will only be used on the road network in connection with privately financed concessions for ‘design, build, finance and operate (DBFO)’ schemes, or in other special cases.

There is a general principle that administrative charges, such as vehicle testing and driver licences, should aim only to cover their costs, and not be seen as a source of revenue to the Road Fund. Similarly, it is considered that fines should be retained by the bodies responsible for enforcement to provide an incentive for their collection.

(m) Policy proposal

<table>
<thead>
<tr>
<th>The following will be considered as road user charges and included in the Road Fund:</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) Fuel levy</td>
</tr>
<tr>
<td>(b) Vehicle licences, which are to be harmonised so that they are uniform</td>
</tr>
<tr>
<td>(c) Heavy vehicle surcharge, which are to be increased to take account of the damage caused by heavy vehicles</td>
</tr>
<tr>
<td>(d) International transit fees</td>
</tr>
</tbody>
</table>

(n) Collection of Road Fund Revenue

Mechanisms need to be put in place to collect the revenue that should be placed in the Road Fund.

(o) Policy proposal

<table>
<thead>
<tr>
<th>Road Fund revenue will be collected by the ZiNaRA Board and deposited directly into the Road Fund. The fuel levy will be paid directly into the Fund.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vehicle licence fees will be collected by bodies/institutions under contract to the ZiNaRA Board, with an agreed percentage of this being viewed as an administrative charge.</td>
</tr>
<tr>
<td>International transit fees will also be collected under contract.</td>
</tr>
</tbody>
</table>

(p) Allocation of Funds

Road maintenance works eligible for funding from the Road Fund shall be grouped as follows:

- *Routine* - works that need to be undertaken every year
- *Periodic* - works that are planned to be undertaken at intervals of several years
- *Special* - emergency work whose frequency cannot be estimated with certainty in advance

A Road Fund can be a very important instrument in fostering the introduction of good business practices in the industry in general, and in Government ministries and departments, and local authorities in particular. If road users contribute to a Road Fund, they have the right to demand assurances of effectiveness and efficiency in resource utilisation before money is disbursed to any
project. Whoever seeks funds from the Road Fund must, as a requirement, demonstrate that such funds are to be used specifically on justifiable road activities, and should be subject to both technical and financial audits. It is essential, therefore, that the Fund be set up such that transparency and accountability are guaranteed by law and fool proof operational systems. Criteria for project selection and fund allocation need to be agreed upon, and adhered to by all parties involved. Without such transparency, or checks and balances, being built into the Road Fund, road users will find it difficult to relate what they will be paying in road user charges to the level of service they can expect to enjoy in using the road network.

(q) Policy proposal

<table>
<thead>
<tr>
<th>Allocation of funds to the road network shall be based on need and functional classification, and will be designed to ensure accountability and the use of cost-effective methods of expenditure. The allocation will aim to be simple and consistent, and be based upon the following factors:</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) Basic split of the total funds available between roads of different functional class, and urban and rural roads, based on an overall assessment of need that is reviewed periodically</td>
</tr>
<tr>
<td>(b) Allocations for routine maintenance based on a formula in terms of road class, length, width, surface type, traffic level of roads in each authority</td>
</tr>
<tr>
<td>(c) Allocations for special works (emergencies) based on bids from authorities immediately after the need is identified</td>
</tr>
<tr>
<td>(d) Allocations for periodic maintenance works on the basis of annual bids based on measured need determined in a standard manner</td>
</tr>
</tbody>
</table>

Detailed formulae and criteria will be determined by the ZiNaRA Board in consultation with the stakeholders and reviewed when necessary.

Local authorities will retain vehicle licences, and this amount will be set off against the authority ’s entitlement from the Fund.

Budgeting will be done on a multi-year rolling programme basis. Bids for funds must be made on a commercial basis, including for example all plant and overhead costs. The funds received will then allow road authorities to use funds to replace plant and equipment ~f carrying out works with in-house units, or to procure work from contractors and consultants.

(r) Disbursement of Funds

Different disbursement methods have different requirements in terms of financial discipline, and in terms of the ability to enforce standards on those carrying out the works.

(s) Policy proposal

<table>
<thead>
<tr>
<th>As with allocation, one of the aims of disbursement is to encourage accountability and cost-effectiveness. Funds will be disbursed in the following manner.</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) Funds for routine maintenance works will be disbursed on a conditional basis in advance, according to procedures and regulations to be set by ZiNaRA</td>
</tr>
<tr>
<td>(b) Funds for all other road maintenance works will be disbursed on the basis of completed works certified by a professional engineer</td>
</tr>
</tbody>
</table>
(t) **Adjustment of Levels of Road User Charges**

A formal mechanism for varying road user charges will be implemented so that they are sufficient for changing needs over time and reflect changes in the value of money.

(\textit{u}) **Policy proposal**

<table>
<thead>
<tr>
<th>Charging levels for the following sources of revenue will be determined by the ZiNaRA Board:</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) Fuel Levy</td>
</tr>
<tr>
<td>(b) Vehicle licenses and</td>
</tr>
<tr>
<td>(c) Heavy vehicle surcharges</td>
</tr>
</tbody>
</table>

*International transit charges shall be set to conform to SADC regional protocols.*

(\textit{v}) **Accountability**

It is essential that road users are regularly appraised of the progress of road maintenance activities, results achieved and benefits accruing to them. It is only then that they can appreciate the need of their continued contribution towards road maintenance.

Transparency should be the order of the day in all Road Fund financed operations.

(\textit{w}) **Policy proposal**

ZiNaRA and Road Authorities shall regularly publish financial statements and technical reports demonstrating usage of funds, works progress and notable achievements.

(\textit{x}) **Financial and Technical Audits**

The revenues handled by the Road Fund will be substantial, so it is important to ensure that these sums of money are accounted for properly.

(\textit{y}) **Policy proposal**

Financial and technical audits will be instituted to make sure that:

- (a) Revenues are collected efficiently, without avoidance, evasion or leakage
- (b) Disbursements are only according to approved expenditure programmes
- (c) Work is carried out according to set standards and specifications

ZiNaRA and Road Authorities shall publish results of audits for scrutiny by the public.

7. **Assurance of a Safe Road Network**

(\textit{a}) **Background**

Over the past few years, Zimbabwe has experienced horrific accidents on the road network. The three main contributory factors to road accidents are driver behaviour, condition of vehicles, and the status, standard and condition of the road itself.
The Government considers that safety on the network is of paramount importance. There is need to co-ordinate efforts aimed at assuring safety on the road network. Discussions of the suitable institutional arrangements required to achieve this are ongoing and the formation of Safety Authority has been mooted. Significant moves have also been made to commercialise operations of government agencies such as the Vehicle Inspection Department and the Road Motor Transportation Division. Involvement of the private sector in safety issues is also of paramount importance.

(b) Policy proposal

The road network will provide an acceptable level of safety to road users.

Certain aspects of activities aimed at assuring safety on the roads shall be financed from the Road Fund.

These will include:

(a) Safety audits covering design, construction and operation of road infrastructure
(b) Interventions such as improving of black spots
(c) Promotional campaigns
(d) Overload control

8. PROTECTING THE ENVIRONMENT

(a) Background

The Ministry of Mines, Environment and Tourism has published a Green Paper on environmental policy. The road sub-sector was involved in the consultation process that led up to this. The Government considers that more attention needs to be paid to environmental matters.

(b) Policy proposal

Works on the network will be undertaken in such a manner as to minimise detrimental impacts on the environment and in accordance with the policies of the Minister responsible for the environment.