

I. SITUATION ANALYSIS AND PROJECT CONCEPT

1.1 Background

While Malawi has in the past registered an impressive economic performance, its economic growth has over the decades slowed down considerably leading to increasing poverty among the majority of the population.

During the 1970's, the economy grew rapidly with the growth impetus coming mainly from an expanding agricultural sector, rising exports, significant remittances, and reasonably consistent saving and investment trends. Growth led to relative improvement in the welfare of the people. By the end of the 1970s, however, this trend came to an abrupt halt mostly due to external economic shocks. Problems have been compounded by recurrent droughts, which have reduced agricultural production. Since 85% of the population (smallholder farmers) live in rural areas and depend on agriculture for their livelihood and food security, the general economic difficulties have further aggravated their poverty. In recent years, the country has had to resort to large-scale free distribution of relief food.

The majority of the rural population in the country survives on subsistence farming. Given the low quality of land, small landholding and traditional agricultural practices, farm produce is generally inadequate to meet household basic food needs. At such extreme poverty levels, these households find it hard to mobilise savings to purchase inputs such as high yielding maize seeds and fertilisers. They also have limited access to credit to finance these purchases. The result is a vicious poverty cycle.

More than 60% of total households in Malawi are food insecure in the sense that their total income in cash and kind is insufficient to purchase 200 kgs of maize per person per year. There are limited opportunities to earn off-farm incomes. The number of new entrants into the rural labour market is growing faster than the population as a whole. This trend is gradually limiting off-farm options for coping with poverty.

From the position of economic vulnerability, poor households are often unable to participate in development initiatives available in the country. Nearly two-thirds of rural households are unable to benefit from agricultural extension and credit programmes. In the short-run, therefore, the existing programmes may not adequately solve their poverty problems.

There is, therefore, a critical need for building productive assets in rural areas that offer employment opportunities for the vulnerable population.

The Public Works Programme (PWP) component of the MASAF is a safety net scheme targeting poor households and communities supporting a programme of labour intensive construction activities to build infrastructure. The works will generate significant employment at the minimum wage to provide safe targeting for those who have no alternative income earning opportunities.

1.2 Objectives

The objective of the Public Works Programme is to create employment opportunities for income transfer and in the process build economic infrastructure through labour intensive activities.

Activities under the component will include construction, rehabilitation and maintenance of economic infrastructure such as rural roads and small irrigation systems and improved natural resource management through afforestation, terracing and rainwater harvesting in targeted districts and extension planning areas per ADD. These works will be geared to generate significant employment opportunities.

1.3 Principles

The principles that guide the PWP component include:

(A) Accountability and Transparency

- The agency that maintains labour records should not be the one making wage payments. There shall be a separate agency/office making payments to the labourers. Labour payments shall be made on site in public and names verified by community representatives. Similarly, where materials are to be procured, the person who prepares the bills of materials shall not be the person who makes the actual purchase. Based on the bill prepared, procurement of materials will be through a joint management structure at district level;
- A democratically elected project committee for each work shall maintain a system of labour attendance register. This committee will comprise representatives of the communities where the work would be located. The project committee will record attendance on a daily basis and at least two committee members will sign the completed register, which will form the basis for payment of workers. This will be applicable whether the works are directly under the supervision of government foremen or under the supervision of contracted foremen. The attendance registers will be available for verification by all visiting supervisors;
- Detailed accounts will be kept at the district level with regular reporting to PWP Zone Office and supervision by Public Works Zone and MU;
- Decisions at the district level will be made through group consultation; and
- Targeting poor areas and supporting activities with high labour intensity.

(B) Payment of Wages and Targeting the Poor

MASAF MU will establish the wage rate at the national level. The wage rate will be at a low rate to promote self targeting by the very needy people. Work norms for individual workers will be specified and made known to all participants at the work site. Wages will be paid in cash.

(C) Organisation of Works

The works will be organised through currently existing Government administrative, technical and financial management institutional structures at the district level, using the existing staff, which will constitute an implementation team. Public Works Zone Officer will support the Implementation Team. Use of a team approach to public works management at the district level allows each of the three institutions to focus on their particular area of expertise and authority and increases transparency and accountability. Administrative functions will be decentralised and simplified to the extent possible to keep administrative overheads low. If the work exceeds the administrative capacity of current staff, either at district or national level, contracting procedures will be used to expand capacity rather than increasing staff numbers in the existing institution.

(D) Gender Concerns

The project will provide employment to both men and women. A conscious effort will be made during the project design and recruitment stage to target women for employment in works, since female headed households make up a disproportionate share of the poorest families.

Old women should also be recruited. If these are very old to do manual work they can be looking after children of the other workers. Very old men could also be curving hoe handles instead of doing the daily tasks.

(E) Environmental Considerations

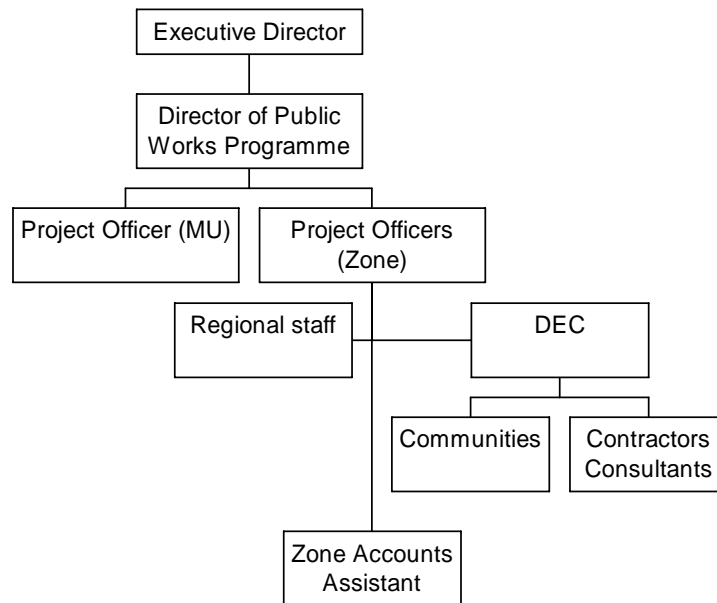
The Sub Projects will be screened for environmental support or degradation in a bid to sustain the flora and fauna.

INSTITUTIONAL FRAMEWORK

2.1 Malawi Social Action Fund (MASAF)

The Public Works Division (PWD) is staffed by a Director of Public Works, who will report directly to the Executive Director, and five Projects Officers who will report to the Director of Public Works. The Public Works Division will receive support services from the four Divisions as well as the Information Technology Unit, Communication and Training Unit and the Internal Audit Unit.

Fig. 1 PWP INSTITUTIONAL AND MANAGEMENT STRUCTURE:



2.2.0 LINKAGES

2.2.1 National Linkages

At the national level there will be Desk Officers in relevant government offices responsible for relations with MASAF. The desk officers will work with the MASAF PWD to ensure that regional/district level officials support public works funded sub projects as part of their routine job responsibilities, and that the sub projects follow national guidelines as approved by the MASAF Board.

2.2.2 Regional Linkages

Supervision. There is need for regional level supervision to ensure that works management and supervision by the district staff is adequate and effective with regard to quality and quantity. While the supervision task will be the overall responsibility of the DEC Sub Set (DSS), representatives of the ministries at the regional level will also assist in the routine supervision of the technical, administrative and financial performance of public works in the districts.

MASAF will provide support for transport (fuel) and subsistence allowance to Ministry staff on duty on MASAF funded projects. MASAF shall not maintain motor vehicles unless approved by Management Unit.

Where the supervisory workload of a sector ministry will exceed the capacity of its staff, MASAF will facilitate the process of hiring private consultants who will assist in technical supervision and monitoring of the district public works funded sub projects. (See Annex 4).

Consultant supervision. Consultants to supervise the district works will be hired. These will be paid by the DSS from the subproject funds. The consultant will report to the DSS. The PO(PWP) will provide support to the DEC in managing the consultants. Specific minor contracting forms, procedures, norms for the consultant, fees, etc. have been developed by MASAF, by adapting current Government practices.

The role of the sector ministry in supervision of PWP funded sub projects is summarised below:

Direct supervision. The regional offices of the sector ministries will be responsible for carrying out routine technical supervision of the quantity and quality of public works subprojects, on a monthly basis, either accompanying MASAF staff or on their own, using standard MASAF forms for assessment and activity monitoring (See Forms 4a, b, c). The Desk Officer will ensure adherence to the procedures and the Memorandum of Understanding and that sector staff at regional level supervise and monitor Public Works activities at regional level. Copies of the supervision reports will be sent to MASAF and to the districts.

2.2.3 District Level

In line with Government decentralisation policy the Public Works Project at district level will be implemented by the DEC through DEC Sub Set (DSS) consisting of the District Development Officer (DDO), The Clerk of Council and Sector Technical Supervisor (STS) from the sector ministries. The DSS relates with the projects officer and reports to the DEC which in turn reports to the District Commissioner (DC). The District Community Development Officer (DCDO) will be co-opted into DSS from time to time to assist on issues of community sensitisation and mobilisation. A minimum of three signatories will be required at district level while the PO(PWP) will countersign every cheque transaction, as signatory. The Treasurer in the Clerk of Council's office will facilitate the disbursements.

2.3.0 ROLES

2.3.1 MASAF PWP MU

The MASAF MU Public Works Division, will be responsible for mobilisation of resources and putting in place appropriate support systems to ensure efficiency and effectiveness in Project Implementation. The Division will:

1. Co-ordinate annual targeting of vulnerable Extension Planning Areas (EPA) of the public works programmes in liaison with Poverty Monitoring Support Unit in National Economic Council;
2. Facilitate review of proposals for public works projects from the selected EPAs in districts;
3. Co-ordinate with the designated MASAF desk officers at national ministries to determine norms, carry out supervision, monitoring and evaluation activities;
4. Mobilise resources for Public Works sub-projects;
5. Ensure adherence to articles of the Memorandum of Understanding between MSAF, NRA, Ministry of Works and Supplies and DDALG;
6. Ensure regular reports on on-going projects;
7. Prepare quarterly and annual reports on on-going projects;
8. Prepare annual programmes and budgets for Board approval; and
9. Update the PWP handbook;

2.3.2 PWP Zone Office Roles

The MU is supported at Zone level by the PWP Zone Office. The Public Works Zone Office will have a Projects officer (PWP) who shall report to the Director of PWP. The Projects Officer will be assisted by an Administrative Assistant and the Zone Accounts Assistant. The Administrative Assistant will be shared by the Projects Officer (CSP).

The Zone Office will have the following roles:

- Provide financial management support to the DSS;
- Resource Management at zone level;
- Facilitate the dissemination of information in relation to the PWP;
- Facilitate subproject development;
- Actively participate in the subproject implementation at district level;
- Liaise and co-ordinate with sector ministries at regional level in relation to the PWP;

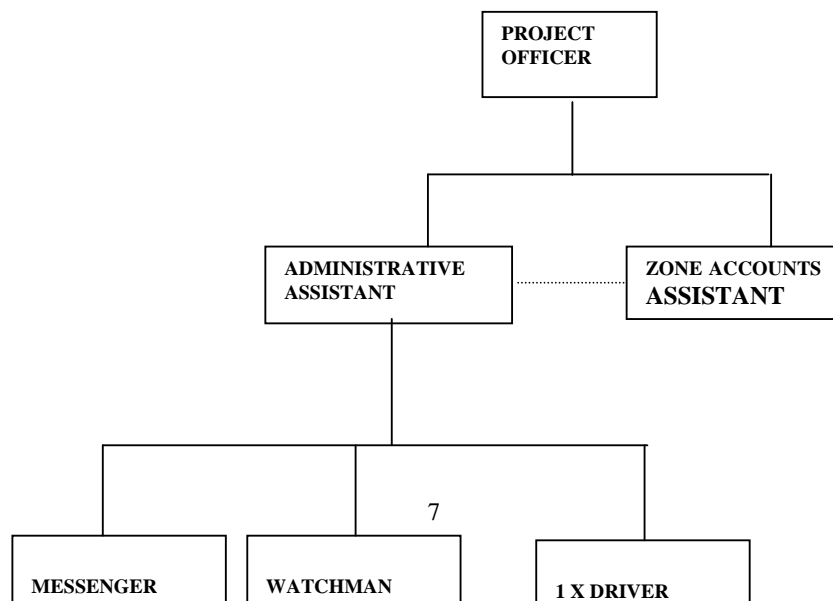
- Support the DEC in identifying contractors and independent supervisors
- Prepare Zone monthly, quarterly and annual work programmes;
- Prepare Zone monthly and quarterly reports; and
- Signatory to all PWP funded subprojects.

Zone Offices are allocated as in box 1 below:

Box 1

<i>Zone</i>	<i>Districts</i>	<i>Officer Based at</i>
1	Karonga, Chitipa, Rumphi, Nkhata Bay and Mzimba	Mzuzu
2	Kasungu, Lilongwe, Mchinji, Salima, Nkhotakota, Dowa, Ntchisi, and Dedza	Lilongwe
3	Ntcheu, Machinga, Mangochi, Zomba Chiradzulu Balaka and Phalombe	Liwonde
4	Blantyre, Mwanza, Thyolo, Mulanje, Chikwawa and Nsanje	Blantyre

Figure 2: PUBLIC WORKS ZONE OFFICE



2.3.3 DSS Roles

Although the DDO, the Clerk of Council and the STS have their specific functions, total control of the project will rest with the three officials who will be collectively as well as individually accountable. The DSS will:

- Select projects from an existing list compiled by DEC;
- identify and select projects in consultation with communities, local leaders, extension workers and NGOs where a list does not already exist;
- prepare proposals for the selected subprojects;
- submit subproject proposals to MASAF for approval and funding through the PW Zone Office;
- implement subprojects in the district in accordance with MASAF set procedures and Memorandum of Understanding;
- Support the Foremen and Project Committees on Project Management;
- supervise, monitor and evaluate subprojects in the district;
- Prepare monthly financial reports and monthly progress reports (See Box 2 and Forms 3a, 3b,3c).
- Prepare PWP financial and physical progress reports for justification (See Box 3 and Forms 7, 8, and 9).
- Facilitate democratic election of a subproject committee.

2.3.4 Specifically, the DC will be:

- Responsible for supporting the DDO in resolving issues of right of way and compensation;
- A signatory to the PWP subprojects' district Bank Accounts (only for those districts where there is no DDO); and
- Endorsing the subproject proposal form.

2.3.5 Specifically, the **DDO** will be:

- Working with the Technical departments, local leaders, NGOs and others to consult with leaders and identify, cost, and submit public works proposals to Zone PWO.
- Informing local leaders and communities of approved projects and organising project committees for each project

- Educating project committees and communities on the scope of employment and works planned and the operational issues, and resolving issues related to recruitment, wage rate, payment schedules, etc.
- Working with project committees and other local leaders to resolve problems of right-of-way, compensation, etc (with direct support from the DC). PWP will not set aside funds for paying compensation.
- Calling for regular project management review meetings with the DSS including the co-opted members and Project Officers (PWP);
- Helping to co-ordinate the work of the Technical department staff and subproject committee to ensure smooth implementation of the projects.
- Signatory of the PWP subprojects' bank accounts.

2.3.6 The Clerk of Council (working with the Council Treasurer, the DDO and STS) will:

- Open and maintain special bank accounts for public works subprojects (with the DDO, Technical Department representative and the PO(PWP) as signatories on any bank transaction);
- Make all payments to skilled and unskilled workers at the project sites supported by the ZAA;
- Procure goods and services needed by the public works projects and transferring them to the technical department on requisition;
- Pay authorised administrative expenses in support of the public works funded subprojects to the DDO and other relevant support staff;
- Keep detailed project accounts in accordance with MASAF Procedures and conditions of the Memorandum of Understanding;
- Brief members of the DSS on the Financial Status of the projects;
- Prepare the financial section of routine progress reports to the MASAF PWP Zone (See Form 3a, b, and c).

Box 2: Reporting

The DSS will prepare a **monthly** report indicating: the financial and physical progress of the project which will be submitted to the **PWP Zone Office every month**

The Public Works monthly report should contain:-

	• Physical progress of the components;
	• Labour by number and gender;
	• Number of person days of employment;
	• Use of materials;
	• Tools report;
	• Expenditure report for the month;
	• Reports on field visits and activity monitoring forms;
	• Problems and other issues;
	• Action taken on each problem;
	• Financial report with latest bank statements;
	• Summary of expenditure by category;
	• Summary of income by category.

BOX 3: Justification Report

The Justification Report will be prepared when 70% of the tranche has been utilised. The Justification Report should be submitted to Zone Accounts Assistant at the Zone Office.

See forms 7, 8 and 9.

The Justification Report should contain the following documentation:

	• Summary of income since previous report;
	• Summary of expenditure since previous report;
	• Attached recent bank statements with a bank reconciliation;
	• Physical progress of the project component;
	• Attached expenditure documentation (original receipts, labour registries, vouchers, allowance claim forms and cash control summary.

Handling of financial reports: Since the financial reports contain original documents for which there are no copies. They should be sent to the Zone Accounts Assistant by the Cashier of the DSS either by registered mail or hand delivered by a designated representative. Lost or incomplete Project Progress Reports may result in delays in project funding.-

2.3.7 The Roles of Sectoral Technical Supervisor (STS)

The Technical Supervisor will:

- Help to identify potential public works projects in the designated EPAs by working with the DDO through consultation with local leadership, extension workers, NGOs, etc;
- Prepare the technical design of proposed public works projects, ensuring maximum unskilled labour content is not less than 40% of the total project cost, without compromising quality and standards. The technical design shall include:
 - Inventory of the proposed works;
 - Drawings and sketches;
 - Cost estimates by component;
 - Time and activity schedule;
 - Analysis of the total unskilled labour wage bill to total estimated budget.
- Ensure that the designs are discussed and approved by the DSS before submitting them to the Projects Officer (PWP) at the Zone;
- Facilitate the work of the field appraisal team, which consists of the PO (PWP) and the regional staff from sector ministries.
- Determine the skilled staff needs, identify and orient the Foremen on work quantities and schedule for approved public works projects.
- Assist foremen and communities with recruitment of workers;
- Assign tasks to the foremen to be achieved in a specified period;
- Supervise the technical progress of the works against standards; plans and budgets;
- Initiate acquisition of relevant tools and materials according to budget, time and activity schedules;
- Requisition tools purchased by the Cashier;
- Maintain tools stocks; **(see table in Form 3a, 3b, 3c);**

- Report on the physical progress and quality of the works, person hours , materials used and tools as part of the public works progress report **(See Box 2)**.
- Assist MASAF and/or national and regional supervisors in technical inspection of on-going and completed works.
- Assist the DSS in identifying contractors for structural supervision.

2.3.8 Roles of Zone Accounts Assistants (ZAA's)

The ZAA will report to the Projects Officer and will be responsible for:

- Drawing up pay rolls for the skilled and unskilled workers based on labour attendance registers provided through the technical department.
- Training cashiers on financial management;
- Supporting the cashier in pay parades and compilation of justification reports;
- Justifying financial reports from the districts and submit to MU; and
- Conducting follow up action on queries from MU on justification reports.

2.4 Project Area Level

Organisation of the work at the project area level will involve several actors such as Site Foremen, Contractors, and Project Committees. These will have specific responsibilities at Project Operations.

2.4.1 **Site Foremen.** For works that are directly managed, day to day supervision is the responsibility of the Site Foreman who will be under the direct supervision of the STS. Following the detailed site design and layout determined by the District level technical supervisor, they will:

- assign daily work tasks considering gender, age and health of the individual;
- oversee skilled labour and the use of materials needed for the activities;
- ensure that quantity and quality norms are adhered to according to Bills of Quantities;
- organise and carry out recruitment of unskilled labour and any intermediate staff needed (such as Kapitaos or clerks) from the community with support of Project Committee which will be identifying the beneficiaries;
- ensure that the attendance register is signed by the Project Committee and submitted to the Technical Supervisor;
- report progress and any problems to the district level supervisor;

- report progress and any problems to the Project Committee;
- Ensure that project committee is knowledgeable of its mandate;
- Liase with contractors where applicable;
- Ensure that old women and men are not discriminated in employment.

2.4.2 **Project Committee.** Once a project has been approved for funding, the Project Committee together with the Traditional Authority will be briefed at the District launch. Ideally, the project committee will represent all the villages that will participate in the project. The committee's responsibility will be to assist in labour management issues, issues regarding right of way, and certifying labour attendance. For effectiveness these functions can be delegated to the workers committee to ensure adherence to procedures during implementation. The project committee members will not always be present on daily basis at the project site(s) if they are not part of the labour force, hence, a workers committee will be elected from amongst the workers for each localised work area. The workers committee will assist the foremen in day to day management of the labour force.

Members of the local community with experience may be recruited as kapitaos to assist foremen with supervision of workers. Clerks may be recruited to assist with keeping the stores and attendance registers. In contracted works, the contractor will pay wages to kapitaos and the clerk.

Box 4

Members of the project committee will not be paid for their positions as committee members, but they may join the works for paid employment.

2.5 Institutional Roles under Contracted Works .

- In the event that an NGO is invited by the DSS to develop a project proposal and the proposal is approved, the NGO will carry out the planning and implementation of the project in consultation with the DSS. In such cases, once the project has been approved, the NGO will manage the project resources. The NGO will be responsible to the DSS and the Project Officer (PWP), who will oversee implementation of the project. This is similar to the use of minor contractors.
- As much as possible Public Works Programme will be implemented through direct labour management by DSS. Where there are capacity problems, contractors will be hired to oversee the implementation of the works.

III. THE PROJECT CYCLE

3.1 Annual Work Cycle

Under PWP employment is possible at any time of the year, but is more difficult administratively and can interfere with agricultural production during the busiest planting season. However, as the rainy season is also the lean period when the cash income transfer intervention is most ideal the PWP can carry out road construction activities all the same recognising the problem of low labour productivity. In addition, diversification into afforestation project activities will enable PWP to support more activities through out the rainy season. Public Works will be planned and executed on the basis of an Annual Cycle (see Figure4). The period from December to February will be for planning, designing and appraisal of proposals including implementation of afforestation projects. Considering the constraints that communities face in finding for their daily livelihood, and the need to ensure effective use of management capacity of MASAF and the DSS, implementation will follow an Annual Cycle Plan (see **Figure 3 at the back of the handbook**). The specific advantages of the Annual Cycle Plan are as follows:

- It will enable MASAF respond to results of beneficiary assessments and rapid appraisal reports.
- It will limit the number of projects which will allow MASAF to be more efficient.
- The annual planning will make MASAF capacity more available.
- It will give more time for field officers to focus on supervising and completing projects instead of continuously working on all stages of the project cycle which tends to be distracting.
- It will allow MASAF to estimate more realistically annual budgets considering that a work programme and estimated budget will be approved by the MASAF Board and that sub-projects and their total budgets will be calculated after the completion of the appraisal process and approval by MU.

MASAF PWD will receive project proposals from DSS between November, December and January. Field appraisals will follow between February and March after the approval of the work plan in February by the MASAF Board.

Annual Work Cycle Process

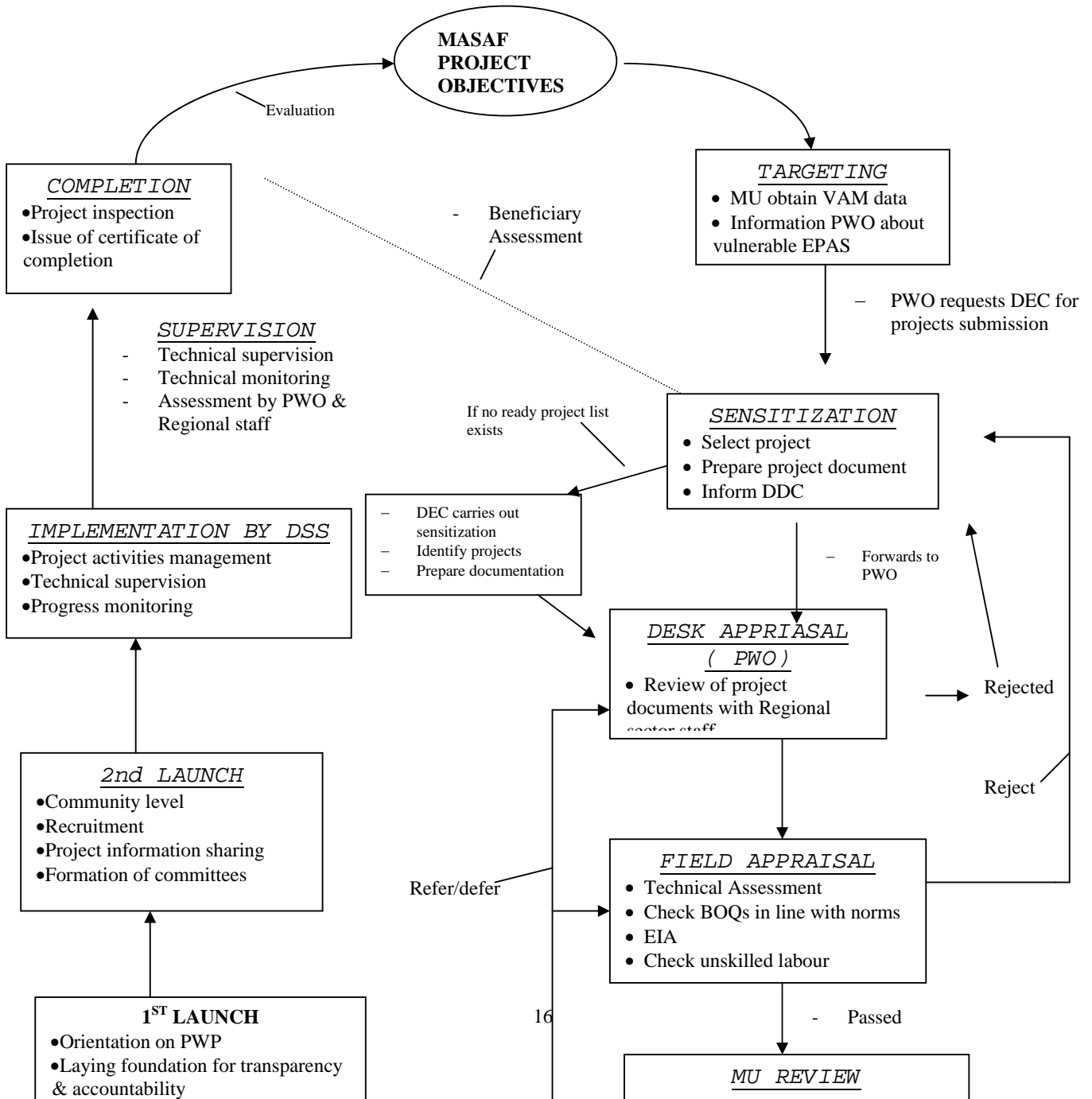
The following are the major activities to be carried out in the work cycle:

- **Project Preparation:** There will be a time window in which applicants will be able to submit their applications into the zone offices. No application will be accepted before or after that period.
- **Desk Appraisal:** The desk appraisal will filter out all the projects that will not be fit for field appraisal and then prepare a summary of the number and types of projects based on geographical distribution, sector, population and degree of deprivation in the areas.
- **Preparation of Work Programme:** A work programme based on the results of the appraisal and an estimated budget for the year will be prepared by the MASAF MU for submission to the MASAF Board.
- **Completion Assessment:** An assessment of the progress of the projects from the previous year will take place. A progress report will be prepared.
- **Advisory Board Meeting:** A Board meeting will be convened in Mid February to review the previous cycles updated results and the overall annual work programme for the upcoming cycle. The approval of the work programme will be based on type, geographic distribution and total estimated budget of the received project applications and not on individual projects. The role of the Board as an approving body for individual sub projects has not been efficient and the advisory role will be much more beneficial, effective and efficient.
- **Field Appraisal:** Taking into consideration the Board approved work programme the field appraisal will take place over a limited period of time. Appraised and recommended projects will be submitted to MU on a weekly basis.
- **MU Review and Approval:** On a rolling basis and shortly after the beginning of field appraisals the Director of Public Works Programme and other members of Management Unit will review applications and recommend to the Executive Director for final approval. This activity will run in parallel with field appraisal until all applications have been reviewed.
- **MU Team Review Meeting:** A team of Management Unit staff will convene once a month during the estimated MU review period. The team will be briefed on the status of project review and approvals in meeting the work programme targets and will only discuss project applications where major issues have been raised. The team will meet on an ad hoc basis if necessary.
- **Start of Implementation:** The implementation of the first project will commence as soon as launch of that project has been conducted. Implementation will go on up to the next February through March when new projects will be ready for implementation. This will complete the cycle.
- **Supervision:** Supervision will start as soon as projects start being implemented.
- **Advisory Body Mid Term Review:** A Board meeting will be held in September to review the progress of implementation based on the approved annual work programme.

3.2 SUB PROJECT CYCLE PROCESS

Figure 4

SUB-PROJECT CYCLE – PWP



3.3 Targeting

To achieve the objective of offering employment to the most needy, public works projects are targeted. Targeting will occur at two levels. First, specific geographic areas will be targeted to participate in public works projects. The unit of targeting will be the Extension Planning Area (EPA) in a Rural Development Project (RDP) within an Agricultural Development Division (ADD) set up.

The EPA is the smallest unit for which information needed for targeting is regularly available at the national level. Secondly, within the community, self-targeting by the needy will be achieved by offering wages that will not attract those already in employment.

The targeting of an EPA will be based on the Vulnerability Assessment Mapping System (VAM) data.¹ The VAM, as part of the national Poverty Monitoring System, includes factors such as food availability at the household level, the availability of coping mechanisms, land, lack of IGAs and other important socio-economic indicators. Use of VAM data allows targeting of EPAs to be focused more closely on proportion of household population, which are in absolute poverty and are without adequate alternative coping mechanisms. Whilst there is targeting by VAM there is need to be flexible in order to respond to problems coming up due to adverse climatic and environmental shocks.

MASAF MU is responsible for developing a suitable index and cut-off point of need for public works based on data from the VAM. Targeting decisions will be based on recommendations of the Poverty Monitoring Unit (PMU) and MASAF team.

3.4 Project Sensitization and Identification

3.4.1 Project Submission

Once EPAs are identified and funding limits indicated, the DSS are notified and invited to submit public works project proposals for appraisal and funding. The DSS will identify potential projects suitable for the public works approach within the vulnerable

¹ The VAM is established in joint collaboration between the World Food Programme and the USAID Famine Early Warning System (FEWS). Technical support is being provided by the FEWS office in Malawi and financial support is given by WFP and USAID.

EPAs. Identification process will be done in consultation with the community leaders using participatory methods. Communities will be involved in proposal identification and development to ensure that the project selected is a priority need.

MU will finance project mobilisation and pre-identification costs (See Box 5).

3.4.2 Projects selection criteria

The DSS will be guided by the following specific criteria in the process of selecting appropriate and viable projects:

- The works selected will contribute to the long term development of the area and can be done to quality and standards as required in public works projects;
- The projects are not activities ordinarily undertaken on a self-help basis in the same locality;
- The unskilled labour component is a large portion of the total cost at a minimum of 40%;
- Implementation does not require complex technical inputs and procedures above what is already available at the district level; and
- The total cost of each individual project does not exceed US\$100,000. (Recommended average cost of a sub-project is US\$45,000.00.)

3.4.3 Potential Public Works Projects

Works that have potential for qualifying as public works projects include

1. Rehabilitation and maintenance of designated and access roads to DRIMP standard and pavement of access roads;
2. Construction or rehabilitation of water retaining structures for small scale irrigation or fish farming;
3. Environmental protection or rehabilitation amongst which will be:
 - dams and dykes to abate flood disaster
 - water and soil conservation
 - land reclamation programmes
 - construction of terraces
 - construction of sanitary drainage system in rural, urban and peri-urban areas.
 - Afforestation.

3.5 Project Proposal Preparation

3.5.1 After a suitable potential project has been identified, detailed preparation will be carried out by the STS assisted by Projects Officer. In the case of rural earth roads, the standards will be the same as for the DRIMP programme. For other activities, suitable standards in line with sector norms will be developed or adapted for the public works programme. In all cases, efforts will be made to maximise the unskilled labour proportion of the project in keeping with technical standards.

3.5.2 Budgeting

Budgets will be drawn up using standard project work norms, pay rates, materials prices and allowances for tools and administrative overheads. Salaries of government staff will be taken as government contribution and shall not be included in project budgets. The accounting details specified in Annexes 1a, b c and 2 will be considered while developing budgeting and accounting formats.

3.5.3 Project Submission

The proposals for each public works project in the district will be entered onto a standard format, signed by all members of the DSS and the DC, then submitted to the MASAF Projects Office (PWP) at Zone level.

3.6 Desk and Field Appraisal

The Projects Officer at the Zone will organize desk and field appraisal of the proposals received. The appraisal team will comprise the Projects Officer, MASAF desk officer for water projects only (Engineer) and the Regional Staff in the relevant sector ministry, (or other appropriate technical ministry staff). The desk appraisal will be followed by field appraisal which involve a visit to the proposed project site by one or more members of the team to ensure that the technical designs and budgets are consistent with norms. The appraisal team will be required to carry out the Environmental Impact Assessment of the proposed sub-project and recommend suitable intervention (See Form 6). The Projects Officer will forward appraised projects to MASAF (MU).

3.7 Preparation of Annual Work Programme

A summary report of desk appraised projects will constitute the final work programme which will be submitted by the Director of PWP to the Executive Director for approval by MASAF Board.

3.8 MU Review and Approval

The Director of Public Works Programme will be responsible for scrutinising the field appraised project proposals to ensure that they meet the PWP parameters and submit to the Executive Director for approval. Copies of proposed project profiles will be sent to the Director of Finance to note and prepare for disbursements to sub-projects. After the Executive Director has approved, copies will be sent to Director of Finance and Director of Public Works Programme who will in turn inform the Projects Officers. The process will take place in March.

3.9 Launch

a. First Launch

The approved projects will first be launched in April by the Public Works Projects Officers at the District level where the DDO, STS, TA, DEC, Chairpersons of project committees and Traditional leaders of the project area will attend. The first launch will act as a reminder to the DSS on PWP objectives, principles, norms, their responsibilities, MASAF procedures, and Project Management. The launch will also be the forum to reflect on the previous projects and rectify problems and clarify concerns and also inform the members the approved budget for the project.

b. Second Launch

The second launch which will take place at the project site will inform the prospective employees the objectives of the Programme, work norms, wage rate, principles for recruitment and responsibility for tools.

3.10 Implementation

3.10.1 Once project launches have been undertaken, implementation will take about eight (8) months. The DSS will be required to confirm the schedule of implementation of the works. A project bank account will be opened by the DDO (if one does not already exist or if the project falls in a different category from the existing one). The disbursement of sub-projects funds will be in three tranches of 30%, 40% and 30%. In addition to the initial 30%, the total cost for equipment and tools will be provided. Release of subsequent tranches will be made on 70% justification of the previous tranche.

Further implementation activities include the following:

- Organization of project committees in the targeted areas
- Detailed work planning - assignment of specific government personnel to project tasks
- Purchase of materials and tools as needed (See Form 5)
- Labour recruitment and registration
- Recruitment of Kapitaos, clerks and others
- Distribution of tools and start of works
- Payment of workers
- District team supervision and progress reporting
- National/regional supervision and progress reporting (Field activities monitoring form)
- Midterm assessment (after justification of second tranche).
- Requests for funds

Box 5

Disbursement

An advance payment to facilitate mobilization process of the project identification will be made to the DEC Sub Set. Advance payments for works requiring substantial survey work (e.g dams) will have a higher mobilisation amount. In Districts with on-going projects, funds for sensitisation will be provided from the on-going projects. With the initial mobilisation fund, a letter will be issued signed by the Project Manager to the Bank Managers to enable DEC Sub Sets open Bank accounts. After the project has been approved MASAF will disburse in tranches of 30%, 40%, 30% for operational costs. In addition to the initial 30% the total cost for requirements of equipment and tools will be provided. Release of subsequent tranches will be made on 70% justification of the previous tranche (See Box 2).

3.10.2 Suspension/Compulsory Closure:

During implementation the Projects Officer will ensure that procedures in box 6 are complied with at all times. In the event of non-compliance to the implementation procedures and on recommendation from the DSS /PO, MU may suspend or cancel the sub-project.

3.10.3 Traffic Count

In order to compare the improvements in use of the rehabilitated or maintained road to the old one, traffic counting will be carried out for at least a period of one month continuously, before implementation of the project during and after construction of the road (See Form 10).

Box 6

- a) Withdraw from the DSS the cheque pad and explain to them why the account is being closed
- b) Examine cheque counterfoil (issued cheques) against cash book entries to confirm that the cheques were indeed issued and recorded. Ensure that the remaining blank cheques are serially intact before withdrawal of the pad.
- c) Retrieve books of accounts (cash books, petty cash books and stores registers) and immediately send them to MASAF/MU for examination and follow-up.
- d) Present blank (unused) cheques to the Bank for cancellation.
- e) Return the cancelled cheques to MU together with books of accounts listed in (c).
- f) Make arrangement with the Bank on how to process issued but not presented cheques. These are cheques issued by the DSS and have not gone through the bank account.

3.11 Socio-economic Database

Once workers have been recruited, information on their existing economic status will be collected. This information will be compared to their situation after the project.

The process will enable MASAF to measure the before and after the project situation of the beneficiary communities.

3.12 Completion

After completion of the works and final justification, there will be a completion notification report by the DSS to the Projects Officer. The notification report will contain information on:

- Infrastructure produced
- Project components
- Location
- Duration and Timing
- Total cost
- Number of persons employed, male/female, FHH
- Person-days of labour
- Percentage of wage bill in relation to total project cost

3.12.1 Procedure for Closure of PWP Project

The following procedures shall be followed whenever a PWP Project is to be closed on advice from MASAF Management due to completion.

The DSS shall immediately:

- a) Make final accounts of the project under closure.
- b) Refund to MASAF Management Unit the difference between the final actual expenditure and the total funds allocated and transferred to the project; and
- c) Send all the documents of the finished project to the MASAF Management Unit for examination by the Internal Audit Unit.

3.12.2 Certificate of Completion

Upon verification of the works by the Projects Officer, Desk Officer and Regional sector Ministry and submission of the completion report to MU (see format on Form 11), a Certificate of completion (Form 12) will be issued by MU.

3.13 Evaluation

Upon receipt of the completion report, MASAF will cause an evaluation to be carried out and to summarise lessons learnt. The results of the evaluation will be fed back to the DSS and the communities.

IV. TECHNICAL ASPECTS

4.1 Technical standards

Public works projects, must serve both as a channel for employment generation and to create productive assets. Therefore, although measures should be taken to maximize the labour content of the works, technical quality should not be compromised.

In all PWP projects relevant sector ministry standards should be adhered to. High labour content can be met by employing technical options such as culverts instead of bridges, Irish bridges and others. The options should be explored and incorporated where possible.

4.2 Labour work norms

There are already existing norms for the daily output of unskilled labour under sector ministries:

- Roads works comprises activities such as bush clearing, stumping, leveling, embankments, setting out, ditching, and drainage.
- For water retaining structures the works comprise activities such as clearing, excavation, hauling, compaction, grassing, stone pitching and well construction.
- For afforestation, the works comprise activities such as clearing, nursery establishment, fencing, sowing of seeds, watering, excavation and transplanting seedlings.
- For land reclamation, the works will be done in consultation with land resources department.

Under the Public Works Programme these norms have been adjusted to take into account the fact that most of the unskilled labour employed will have no experience on works and will be employed for relatively short periods, and as a safety net, the people should not be deprived of time to do other household chores.

The current work norms and the proposed rates for use under public works projects are in Annex 1, 1a, 1b, 1c and 2. Annex 1a is for roads, 1b for water retaining structures, 1c for afforestation and 2 is an illustration.

The wage rate will be as stipulated in the most up to date MASAF (MU) financial circular.

4.3 Management of Works

4.3.1 Directly Managed Works

Where a contractor is not used, the DSS will work directly with the Project Committee to organise all aspects of the works. Foremen will direct the day to day works and submit the attendance register to the Technical Supervisor or the DDO (in the absence of the Technical Supervisor) for payment.

4.3.2 Contracted Supervision

Where the works to be supervised exceed the capacity of the supervisors and foremen to manage directly, small contractors for supervision will be used. Under this arrangement standard MASAF and IDA approved minor contractor procedures and methods will be used as it is structured within PWP employment objectives with modifications as needed to allow for the increased employment objective (See Annex 5).

4.3.3 Contracted Works

PWP works can only be contracted to NGOs. In this case the NGO shall fully manage the resources and will be accountable to the DSS and MASAF (See Annex 3).

4.4 Labour Management

4.4.1 Recruitment

Labour recruitment will be based on the quantity and schedule of work as agreed with the Zone Projects Officer (PWP) at the time of appraisal. Recruitment principles include:

- Due to the lack of work opportunities available, only one member per household should be allowed to apply for work. More may be recruited only if there are problems in reaching the required number of workers; In order to reach more needy persons in some areas it will be necessary to have double shifts;
- The DSS, Projects Officer and subproject committee should encourage the recruitment of women heads of families since they make up a higher proportion of the absolute poor;
- Labour recruitment shall ensure that it is done without discrimination based on disability, political inclination, age and gender;

- The exact methods to carry out recruitment may vary from one subproject to another, but should be discussed in detail with the subproject committee. A recommended method is to allocate the available places proportionate to the village populations;
- Special emphasis should be made that juveniles should not be employed;
- In the case of an excess of persons within a village desiring work compared to places available, the decision of who will be employed must be made in consultation between the Committee and the DSS;
- If the works will continue for some time, limiting individual workers to only two or three months employment will open spaces for additional families to benefit.

4.4.2 Labour Supervision

Public works subprojects by nature employ large number of workers at several work sites simultaneously. For effective labour management a hierarchy system of labour supervision will be used, i.e. Clerks, Gang Leaders, Kapitaos, Foremen, etc.

- **Foremen** may be full time government employees attached to district department of sector ministry or private individual contracted for supervision. For effective supervision the Foremen may be provided with bicycle. Foremen report to the District Supervisors.
- **Kapitaos** will be individuals from the locality with some experience in organising works. They will receive instructions from the Foremen (or contractor) on the work to be carried out and assign tasks to specific workers either directly or through gang leaders. Kapitaos will supervise a larger number of workers and will be paid a higher rate than ordinary workers.
- **Clerks:** Two Clerks will be recruited one (timekeeper) for maintaining a labour register of who has worked on which days and another one will be responsible for maintaining stores register.
- **Gang leaders** will assist in maintaining labour register. They lead the teams that have been assigned a given task for a given day. They will receive instructions and organizing the work and will also participate as workers.

In case of contracted works to NGOs, the kapitaos, clerk, workers and others will be paid by the contractor, at rates identical to those used for directly managed works.

Labour Recording System: The same labour recording system will apply to both direct and contracted works. At the time of recruitment, the name, sex, village and job of all workers recruited is entered into a “Time and Pay Sheet” in triplicate. Names should be entered by village to make individuals easier to locate. Sex is indicated to monitor how many women are employed. Columns are marked on the labour register for the days of the month.

Each day, the person responsible for keeping the labour register should see who has completed their assigned task and check them off for that day. Persons absent should be marked “A”, Saturdays and Sundays will be marked “S”, holidays are marked “H”, except for instances where the workers have agreed to work at the normal rate so that all days are marked for those who have worked. Where a worker absent and a family member works on behalf of the absent individual the worker will be deemed to have worked. At the bottom of each column the total number present and working that day is entered and signed by the timekeeper.

At the end of the last working day of each month three copies of each labour register will be signed by two members of the project committee who know the workers on that register and two copies submitted to the Technical supervisor or DDO by the Foreman. This greatly reduces the administrative burden of preparing detailed payrolls at the district level, and increases transparency since only one set of labour records is used for both recording and payment. New labour registers will be started for the next pay period with re-entry of names, sex, and village.

Since both copies of the labour register will be submitted to the district level, the project committee should keep a third copy or a labour register book with a record of days worked for its reference.

Labour Payment: In the direct labour management system and under contracted supervision works, duplicates and triplicates of labour registers will be submitted to the DDO. The records will be checked for clarity and accuracy in calculating the total days worked. The correct rate of pay for each worker type (minimum wage with the exception of kapitaos, storekeepers and watchmen) and the total pay owed, will be entered into the appropriate columns and the total pay for each page calculated. Payment vouchers will indicate the money to be drawn from the account to cover the pay amounts indicated on the labour register. The three members of the DSS will sign the payment voucher and cheques.

Payments will be made at the project site by the Cashier, assisted by the Zone Accounts Assistant at which time all workers will sign or thumb print both registers as evidence that they have been paid. The payments will be witnessed by members of the project committee, who will sign on the completed labour registers. Thereafter, signed labour registers will be kept at the DDO’s offices with one copy sent to MASAF during justification.

4.5 District Technical Supervision

Supervision of the subproject sites from the district level will be in line with PWP norms/procedures as stipulated in Circular Letter No. 3 – Annex 6). Sector ministries will be consulted on the agreed norms and procedures as and when subprojects are initiated.

4.6 Tools and Stores Management

4.6.1 Where tools are to be procured, such procurement will be made in accordance with the MASAF procurement procedures. The procured tools will be taken on stock by the DDO and then issued when needed during project implementation. After project completion, the DDO will remain the custodian of the equipment for use on subsequent subprojects

4.6.2 Tools and stores management is part of the site administration during the execution of Public Works construction projects. It involves a systematic recording of the types and quantities of tools and stores being used on the subproject to minimise losses and devise methods of making recoveries for the lost items.

Tools management demands that every site must have a secure storeroom where tools and other items can be kept safely. This will be a rented house.

A watchman should be employed to guard the store whenever the storekeeper is off duty. The stores management system comprises a stores ledger for daily issues and stock records, triplicate book for transfer of tools to main store and delivery note file. This system ensures an audit trail.

Tools will be purchased by the DSS with actual sourcing handled by the Treasurer

The procedures as regards to details of the forms to be used in tools management are described as follows:

The Stores Ledger

The number of tools that have been received from and sent back to the main district store are recorded by the storekeeper at the front of the ledger book for easy checking by the road foreman.

The number of tools being held in the site store should be indicated in the balance columns of the ledger book.

Each time tools are issued to and received from the main store, delivery/issue notes should be kept safely in the delivery note file.

The number of tools that have been issued to and received from a labourer are recorded daily in the rest of the stores ledger book. For tools such as hoes, picks and shovels and others, which are issued in large numbers every day, a special layout is used as shown below. Tools, which are issued in small numbers, every day e.g. axes and slashes are recorded in the stores ledger book in the manner shown below.

It is the duty of the foreman to check the ledger at the end of each week by counting the number of tools issued to and received from each labourer. If the issues and receipts do not balance, the labourer responsible must explain. The district Technical Supervisor will check the ledger on a monthly basis and this information will be included in his monthly report.

Name of Workers	Hoes										Picks									
	Issues					Receipts					Issues					Receipts				
Date	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
R Mwale	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/
B Banda	/	/	/	/	/	/	/	/	/	/										

Stores Ledger Book: Daily Tools Record For Large Numbers

Felling Axes				Slashers			
Date	Name of Labourer	Iss	Rec	Date	Name of Labourer	Iss	Rec
19/12	R Mwale	1	1	22/12	O Bwana	1	1
20/12	B Banda	1	1	27/12	A Dada	1	1
21/12	etc.						

Stores Ledger Book: Daily Tools Record For Small Numbers

Bearing in mind that all the tools are government property, any lost items will have to be replaced to avoid audit queries to the officer in charge. The labourers who lose tools or try to substitute project tools with worn tools with their personal worn out tools will therefore have the replacement cost of new tools deducted from their wages. At the end of every month, a list of all the labourers who have lost/stolen tools will be prepared by the storekeeper, checked by the Foreman and will be included in the Foreman's progress report. On the basis of this list deductions will be made from the labourer's wages. The affected labourers must be given a receipt. The purpose of these measures is more to discourage theft and careless handling of tools than to punish labourers, but they must be undertaken to minimise losses. Given the low rate of pay in the Public works programme and the poverty of the workers the existence of and need for these procedures needs to be clearly understood by the project committee and the workers themselves to avoid resistance from those affected.

Issue and Receipt of Tools from the District

When sending and receiving tools to and from the main district store, issue and delivery notes must be made in triplicate.

At the time of despatching or receiving tools, both the storekeeper and the foreman must check and record the condition of the items.

When sending tools to the main store the store keeper must retain one copy of the note in the triplicate book, while two copies are sent together with the items to the main store, one of which will be signed by the district store keeper and returned to the site store. The site storekeeper must attach this copy to the first copy, which was retained in the triplicate book at the time of despatching the items.

When the site storekeeper receives tools from the district main store, he must sign both copies of the delivery note, keep one in the delivery note file and send the other back to the main store.

Materials Management: Materials are kept at the district stores. The record for issues or received materials is kept in the stores ledger. Whenever materials a need for materials arises on site, the Foreman signs for them at the district store and transport them to site. A daily materials report format is shown in Form 5.

4.7 Training

Three types of training will be conducted for personnel at the district level. These are:

- induction of DSS in PWP subproject management systems;
- orientation of project foremen on PWP norms and principles;
- orientation of Project Committees and Gang Leaders on PWP norms and principles.

4.7.1 Training for the DSS

Contents:

- Roles of Team Members and Implementation Team (PC, Foreman, ZAA)
- MASAF components
- Safety-net concept
- VAM data
- Objectives of PWP
- Principles of PWP (gender, age, environmental)
- Wage rates
- Project cycle
- Reports: Monthly and Justification
- Procedures (Financial Circulars)
- Work Schedule (Programming)
- Recruitment: No restrictions for unskilled except from another district
- Constraints (rains, soil, condition)

- Minor Contracts Procedure

A meeting will be held at the DC's office for 3 hours. In addition to the DSS, the following will be invited: DCDO, Irrigation, Forestry, Water, DRIMP/Works and Regional Liaison Officers.

4.7.2 Training for the Foremen

Contents:

- MASAF's Structures
 - CSP
 - PWP
- Safety Net Concept (Refer Handbook for Background)
- PWP Objectives
- PWP Principles
- Roles of Stakeholders – Project Committees, DSS, Kapitao, Clerks
- Technical Standards
- Labour Recruitment and management
 - Usability
 - Gender
 - Age
- Work Norms: (tasks to gender and / or where necessary)
- Tools Management
- Materials Management
- Reports – Reporting formats (information that the Foremen will need for monthly reports)
- Traffic Counts
- Implementation experience by the Foremen
- Conditions of Service for Foremen
- Environmental Aspects (Concerns)
- Effective work programming (structures to start together with earthworks)
- Demonstrate all steps in road construction.

The training will be centrally organised at the Projects Officer's zone office for all the foremen within the District. Follow up to the training will be done during field visits by PWP, STS and Regional Government staff. Duration of the training will be one day.

4.7.3 Site Orientation for Foremen, Kapitao and Project Committees will be done during field visits.

4.7.4 Orientation of Cashiers

To be done by the ZAA following financial procedures.

V. FINANCE

5.0 Before making any payments out of the Project funds the MASAF (MU) will ensure that the following are in place:-

5.1 Project Accounts

The Public Works Offices shall operate imprest bank accounts of no more than K50,000.00 equivalent per month to meet operational costs such as travel, stationery, telephone, postage, fuel and vehicle repairs; this will be accounted for on a monthly basis. All staff emoluments and capital expenditures for the Public Works Offices shall be sanctioned and paid by MASAF MU.

DSSs shall open bank accounts prior to the sensitisation stage with the initial funding of K5,000 from MASAF MU. All subsequent payments will be made direct to the District Project Management Team's accounts by cable or mail transfers through banks.

Separate bank accounts will be opened for different sector projects. (Afforestation, Roads and Water)

5.2 Accounting Documents

DSSs will use pre-numbered accounting documents such as checkbooks, receipts, LPOs, goods received vouchers, and delivery notes. All copies of accounting documents used shall be sent to MU at justification (See Box 2).

5.3 Financial Control and Accountability

5.3.1 During the project launch, the DSS will be informed of the approved budget for their respective projects. The Cashier will be oriented on the requirements with regard to financial control and accountability as follows:-

- open and operate a current bank account;
- maintain project cash book to account for all the expenditure by category/component;
- maintain vouchers, receipts, labour sheets, returned cheques, deposit slips for left over cash/unclaimed wages; and other documents such that all expenditure have corresponding documentary evidence;
- use a cash box for keeping all vital documents and cash;
- maintain a stock register;
- maintain a stores ledger

5.4 District Account, Records and Reports (See Annex 6)

5.4.1 Bank Account

- The Cashier will open and maintain a Public Works account for the project and should not mix MASAF funds with other funds. The account will be maintained in **the major header number 2**.

5.4.2 Account books and records

- The following books of accounts will be opened: cash books, creditors ledger - commitment register, cash flow analysis books, stores ledger and petty cash book;
- Separate cash book pages should be kept for each project if there is more than one in a district;
- The cash book expenditure categories should separate the materials, unskilled and other labour costs for each component, while the materials transport and administrative costs can be entered for the project as a whole.

5.4.3 Accounting

The Cash Books will be maintained by the Cashier and the General Ledger by the Treasury Cashier who produces a monthly financial report.

A project budget estimate will be compiled by DSS and presented by component and activity. The appraisal team will confirm the estimate.

The Treasurer will maintain a cashbook where he will record all cheque transactions and a petty cash book for cash transactions. Petty cash will be kept according to set procedures. All these transactions will be charged against a specific activity. At the end of each month the cashbooks are down casted and balanced, and monthly reports will be generated. These monthly reports will also include physical progress. From these same cashbooks, the Cashier will generate the information for the financial expenditure justification report. This report, in addition to giving the financial status and physical progress, will be used to request for replenishment of funds. For procedures for replenishment of funds (See Box 2).

VI PROCUREMENT AND DISBURSEMENT

6.0 Procurement

MASAF, as a GOM program with funding provided by IDA, will be expected to comply with IDA procurement procedures, as well as the regulations of the Malawi Government Central Tender Board (MGCTB). The purpose of IDA's procurement policies is to ensure that the IDA Credit is executed in an economic and efficient manner, that all eligible bidders from member countries be given an opportunity to compete in providing goods and works financed by IDA, and that the development of local contractors and manufacturers in the borrowing country is encouraged. In cases where there is a conflict in procurement regulations, IDA's procurement procedures shall prevail. The procurement of goods, works, and certain types of services are governed by Guidelines: Procurement under IBRD Loans and IDA Credits (January 1995), and the use of consultants' services is governed by Guidelines for the Use of Consultants by World Bank Borrowers and by the World Bank as Executing Agency. These guidelines document IDA's requirements for procurement and are complemented by detailed provisions for their application to each operation, which are set out in the Development Credit Agreement. Non-compliance with the procurement procedures could result in the need to re-tender, refusal by IDA to provide funding for those items, project suspension or cancellation. Therefore it is mandatory that the correct procedures are followed if IDA funding is to be used, and whenever there is doubt as to matters pertaining to procurement, MASAF/MU should liaise with the Task Manager to seek clarification.

6.1 IDA Review

IDA shall review the procurement proposed by the Borrower, including contract packaging, and applicable procedures, appropriate documents, and contract awards for their conformity with IDA Guidelines. All ICB packages will be submitted for prior review by IDA. A comprehensive review will take place the first two or three procurements under NCB, and future reviews will concentrate on any changes and those sections that are unique to that particular procurement. All other contracts will be subject to selective post review, and documentation will be retained by the MU so that post reviews can be conducted in the field.

6.2 Procurement Review Threshold for Consultants

The threshold for prior IDA review of consultant services will be US\$100,000 for contracts with consulting firms, and US\$50,000 for contracts with individuals and all sole-source contracts and terms of reference regardless of contract value.

6.3 Procurement Documentation

IDA Standard Bidding Documents for NCB and ICB will be required under MASAF. For efficiency reasons, MASAF Finance Division will retain, on diskette, Standard Bidding Documents in order to minimize duplication of effort, redundancy and reduce the time needed for preparation and review of the documents. A library of Standard Bidding Documents will be maintained by the Administration Division for use as appropriate.

6.4 IDA Procurement Procedures

Subject to standard IDA procurement procedures in accordance with MASAF Financial procedures manual and Project Implementation Handbook for Public Works Programme, the following methods will be used for district level procurement under the public works projects.

6.4.1 Procurement of materials:

The DSS will call for local shopping quotations for the procurement of materials less than US\$30,000. Procurement involving more than US\$30,000 will be made by calling local competitive bidding. Approval of purchases will be made by the following:-

	VALUE	MODE	ALL MUST APPROVE
(i)	Less than US\$10,000	Local prudent shopping	District Commissioner District Development Officer Technical Supervisor Clerk of Council
(ii)	Between US\$10,000 and US\$30,000	Local prudent shopping	DC + DDO + STS Clerk of Council Projects Officers Director of Public Works
(iii)	US\$30,000 or above	National competitive bidding	DC + DDO + TS Clerk of Council Projects Officers Director of Public Works Executive Director

Note: For any procurement involving more than US\$10,000 the quotations will be approved by the Projects Officer and Director of Public Works - MASAF. Prior to the approval by Director of Public Works, the quotations would be processed and recommended for selection by the DSS.

In respect of (iii); the Projects Officer will approve tenders by visiting the district when tenders are processed and ready, so that delay in approval process is avoided.

All tenders will be called and processed for approval by the DDO. Once these are ready for approval, these will be submitted to the other approving authorities as mentioned above.

Once the tender is approved, the Clerk of Council can purchase the materials, take the material received into the stock book, and issue them to implementing agencies as per requirement.

There will be proper recording of goods purchased in the Stores Ledger and stored properly at the Council offices. Issuing of the goods will be properly recorded and Goods Received Notes signed.

6.4.2 District administrative expenses:

The district level functionaries will normally not make night halts when they visit the works. Subsistence or hotel allowances will be paid to the sector ministry staff at the Government Rates ruling at the time. These will be contained in financial circulars from MASAF MU.

(i) Processing of Claims

Before any claim is committed, the Treasurer will be consulted to make sure that sufficient funds are available for that particular expenditure. Finalization of claims will require approval by the Clerk of council, sector Technical Supervisor, DDO and the District Commissioner. All four will be personally and collectively responsible to ensure the correctness of expenditures (See Form 9).

A completed Field Activity Monitoring Form (see Form 4a, b and c) will accompany any claims relating to field visits.

(ii) Payment and Disbursement

When an invoice is received, it must be thoroughly checked before payment is effected. To avoid duplication of payment or paying for incorrect invoices, the invoices should be accompanied by an LPO.

An Imprest System will be established and properly maintained to cater for small payments and will be maintained by the Cashier.

All payments will be approved subject to sufficient balances being available under each sub-heading. MASAF will indicate in their disbursement statement to the districts the amounts allocated for each of the major component heads of accounts created for the Public Works Programme sub-projects. The DSS will consult the Projects Officer before utilising funds from a sub-head for activities specified under another subhead.

Box 7

Disbursement

Financing of the public works programme by MASAF will follow the same procedures as described in the MASAF Financial procedures handbook and the PIM for MASAF.

6.5 Auditing

The Accounts for the Projects will be audited by MASAF auditors. The internal audit will be done by the internal auditors of the MASAF and external auditors from the Auditor General's office and others as directed by Auditor General's office (See MASAF Financial Procedures Manual).

VII. ENVIRONMENTAL IMPACT ASSESSMENT PROCESS AND PROCEDURES

INTRODUCTION

An Environmental Impact Assessment (EIA) study* undertaken in preparation for MASAF II acknowledged that the MASAF programme is being implemented at a time when the environment in Malawi is already degraded. This condition is attributed mostly to the impact of poverty and rapid population growth. The EIA also indicated that local communities are aware of the extent of this degradation in their respective areas.

Environmental issues of major concern to the local communities include the depletion of forestry, the depletion of water resources, loss of fertile soils, scarcity of fish resources, shortage of grass for thatching, loss of wildlife resources, poor rainfall and the unpredictability of weather and climate. Trees were pointed out to be the most depleted natural resource followed by the loss of fertile soils and the depletion of water resources.

The Director of Environmental Affairs (DEA) is responsible for the management of the Environmental Impact Assessment (EIA) process in Malawi. EIA requirements apply to both public and private sector development projects including those being funded by Malawi Social Action Fund (MASAF), as prescribed under Section 24 of the Environmental Management Act (EMA).

All of the subprojects funded by MASAF PWP fall below the thresholds set out in the Malawi "Prescribed List of Projects for which EIA is Mandatory".² Therefore, PWP subprojects will not need to be planned and reviewed according to the formal EIA process as described in the preceding paragraph. However, when looked at cumulatively, the environmental effects of PWP funded subproject throughout the country are quite significant. It is for this reason that an environmental appraisal and implementation process will have been established to ensure that MASAF-funded sub-projects do not threaten the environment in which they are being implemented.

* MASAF EIA Study, June 1998, Millennium Consulting Group.

² This is Appendix B of the Guidelines for Environmental Impact Assessment in Malawi, December 1997. Copies are available at the Department of Environmental Affairs.

7.1 THE ENVIRONMENTAL APPRAISAL AND IMPLEMENTATION PROCESS (EAIP)

An appropriate EAIP framework has been designed to ensure that environmental issues are considered throughout the life of a PWP funded sub-project. The process enables communities, DEC Sub-sets and district staff to develop their own management approach to environmental problems in their areas.

DSS and Communities will assess the environmental effects of their projects and propose mitigation measures and enforcement strategies. In turn, the review team at field appraisal will evaluate the work done by communities and DSS; and make recommendations, that the subprojects are environmentally sound, to the MASAF MU regarding project approval.

The process will utilize the existing structures within communities, PWD, the DEC's and the existing project cycle for PWP.

7.2 STAKEHOLDERS IN THE PROCESS

The following are the key stakeholders:

Community, as the owners of the habitat, and the DSS

PO and regional sector staff as project facilitators and reviewers

MASAF Management Unit (MU), as authorizing agency

the Department of Environmental Affairs (DEA), as advisor

line Ministries and Non-governmental Organizations (NGOs) and donors.

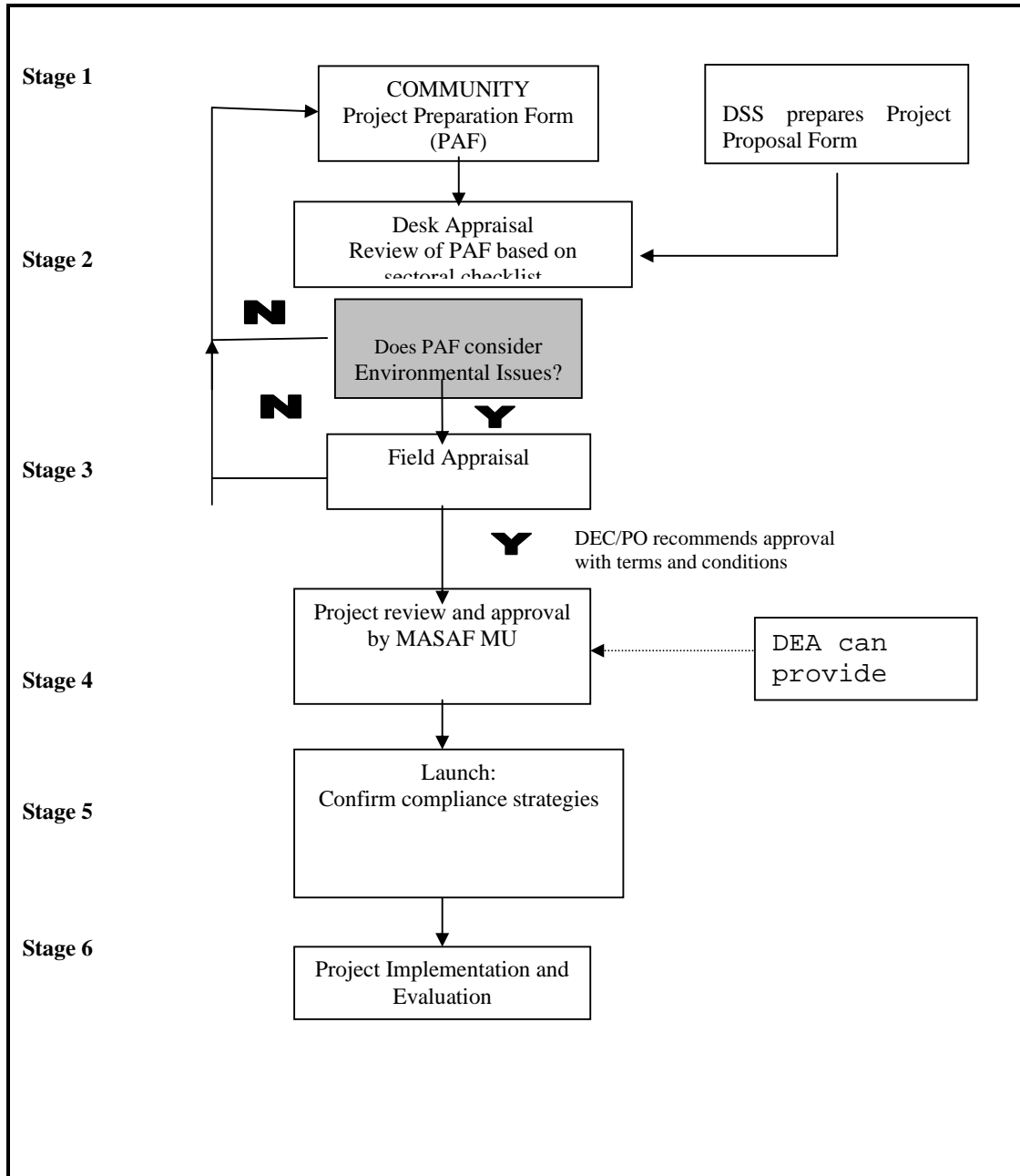
7.3 DESCRIPTION OF THE PROCESS

The EAIP is part of the usual cycles of PWP sub-projects. Figure 7.1 depicts the key decision nodes of the EAIP at certain critical stages. There are six main stages of the EAIP as described below:

Stage 1: Project Identification and The Project Application Form (PAF), (forms 1a, 1b, and 1c)

The PWP cycle starts with the identification of the sub-project which will be constructed. The DSS develops a project document after consultations with the community.

Figure 7.1
PROCESS DIAGRAM FOR EAIP*



The community and the DSS will make a preliminary environmental appraisal of their project at this stage. The process will take the following form:

screening – consider environmental issues as required in the PAF.

- ii) scoping – issues of concern are discussed and included in the PAF.
Reporting – the PAF is considered as their own report which is submitted to PO for review.

In this process, the PAF is equivalent to a project brief as required in the national EIA process.

Stage 2: Desk Appraisal

When the PO receives the PAF, a review process will be initiated. The review team will determine if the DSS has adequately addressed the environmental issues associated with the subproject. This determination will be based on review checklists available at table 7.1 for each major sector of PWP activities. The Projects Officer will lead the review during the desk appraisal sessions. In districts which have an District Environmental Officer (DEO), the officer will provide expert advise to the PO and the rest of the review team. Depending on the nature and complexity of the environmental issues in the project proposal document, the review team may seek outside assistance from competent authorities.

Based on the review of a PAF, the PO and the review team may decide:

that the project be redesigned to eliminate or reduce adverse impacts and/or enhance environmental benefits. A new PAF will be filled for the revised project.

that there is reasonable cause to believe that the project will cause injury to the environment and that the submission is rejected. The PO will inform the DSS and the community accordingly.

that the application is acceptable, and that a field appraisal be undertaken.

If the third option is the decision, a field appraisal will be scheduled by the PO.

Stage 3: Field Appraisal

The project Review Team will appraise mitigation measures based on suggestions in the PAFs; and agree on recommended terms and conditions of approval with the DSS. The Team will make recommendations to MU on what environmental terms and conditions of appraisal would be appropriate for the project.

During field appraisal, the Project Committee will form a subcommittee to be in charge of the implementation of the environmental conditions of approval. The traditional authorities will be an important resource for this committee.

Stage 4: EIA Approval by MU of the PWP Sub Projects

All PWP sub-projects will have an EIA approval already because of the blanket EIA approval given to the entire MASAF Project. Environmental approval of the sub-projects, will therefore be internalised within the PWP project cycle and will be within the responsibility of the PWD MU. In case of need for technical assistance, advice will be sought from the DEA or the TCE.

Stage 5: Project Launch

During the launch ceremony, reminders will be made to the DSS the Project Committee and the environmental subcommittee responsible for environmental mitigation measures agreed on at earlier stages of the project cycle.

Stage 6: Project Implementation and Evaluation

At this stage, the project will be implemented according to the terms and conditions of approval as prescribed by MASAF MU in Stage 4; and including all responsibilities for mitigating environmental effects agreed to in Stage 3 will be adhered to.

Following the implementation of the project, the community and the DEC Sub-set will evaluate the successes and failures of the subproject's environmental management on a quarterly basis. On an annual basis, the PWD will aggregate these evaluation reports, on a sector-by-sector basis, for all of the MASAF PWP funded projects in the country with the aim to continually improving the EAIP in MASAF.

7.4 EIA ROLES AND RESPONSIBILITIES

The effectiveness of the process outlined above requires a number of functions. These include:

- ensuring that proper appraisal of environmental effects of MASAF sub-projects takes place and proper measures are put in place to mitigate these effects.

- setting the basis for compliance and enforcement of terms and conditions for approval.

- designing compliance strategies

- monitoring compliance and managing the environment.

Many different groups of participants will be required in this process. The key to success is clarifying the roles and responsibilities of each of the various stakeholders. The roles and responsibilities of each stakeholder have been defined at each of the following stages pre-approval, approval and post-approval stages of the project cycle (see table 7.1).

The pre-approval stage will involve needs identification, project identification, project preparation and submission. The approval stage includes project reviews by PO/DEC and MU. The post approval stage covers project launch and sensitisation activities, project implementation, supervision, completion and evaluation.

As the key beneficiary of the programme, communities will take an active part in the management of their environment. The next level of responsibilities will be at the DEC and the Zone Office. The DEC comprises the technical expertise that is useful for environmental appraisal and review. Proper coordination and cooperation of the zone and DEC will be of paramount importance to the success of this process. Line Ministries will be central to the MASAF Project as they provide policy directions and staff at community, district and head office level to work on MASAF-funded activities. The roles of all of these parties in the EAIP are outlined in the table 7.1 below.

Table 7.1 Roles and Responsibilities by Approval Status

PARTIES	PRE-APPROVAL	APPROVAL	POST-APPROVAL
<p>DEC Sub-Set</p> <p>Community</p>	<p>assessment of needs through consultation</p> <p>identification of projects</p> <p>identification of environmental concerns/scoping</p> <p>identification of mitigation measures for potential adverse impacts</p> <p>identification of constraints to enforcing compliance with mitigation measures</p> <p>preparation and submission of PAF.</p>		<p>take part in environmental awareness activities</p> <p>design compliance strategies</p> <p>implement terms and conditions of approval</p> <p>monitoring compliance with terms and conditions</p> <p>reporting on compliance to PO/DEC</p> <p>recommend adjustments to terms and conditions.</p>
<p>District Executive Committee,</p> <p>DEC Sub-set,</p> <p>Extension workers and Projects Officer</p>	<p>receive and review PAFs</p> <p>approve PAFs</p> <p>recommend terms and conditions of approval to MU. These will be guided by what the communities have suggested as mitigation measures and constraints to meeting them and by the review criteria set out in the sectoral checklists.</p> <p>Conduct public awareness activities</p>		<p>organise launch and sensitisation activities</p> <p>train community in environmental protection, and management, and use of environmental indicators</p> <p>monitor and facilitate improvements in enforcement</p> <p>monitor effectiveness of mitigation measures</p> <p>remedy unforeseen circumstances</p> <p>report to MU on quarterly basis</p>
<p>MASAF Management Unit</p>	<p>prepares PAF</p> <p>prepares environmental review checklist by sector to be used by the PO/DEC</p> <p>conduct public awareness activities</p>	<p>receives and reviews appraisal reports from zones</p> <p>conduct public awareness activities</p>	<p>developing and implementing audit programmes</p> <p>monitoring compliance and effectiveness of mitigation plans</p> <p>managing a management information system</p> <p>ensuring proper coordination between various levels of stakeholders</p> <p>prepare annual aggregate reports on environment</p>

PARTIES	PRE-APPROVAL	APPROVAL	POST-APPROVAL
Environmental Affairs Department (EAD)	at Zone level: provide procedural and technical assistance to PO assist MASAF MU in developing sectoral PAFs and checklists conduct public awareness activities conduct training for MU, PO and DEC	developing audit programmes provide advice to MASAF MU	ensuring compliance with terms and conditions implement audit programmes conduct public awareness activities
Technical Committee on the Environment	assist MASAF MU in developing sectoral PAFs and checklists	recommend courses of action to DEA	review and monitor audit programmes
Line Ministries	participate in DEC sensitise communities on environmental issues provide advice to communities	participate on TCE	participate on TCE
Non-Governmental Organisations	awareness activities facilitating development of compliance strategies	participate on TCE	monitoring compliance with terms and conditions identifying unforeseen adverse effects
Community Environmental Committee	awareness activities facilitating development of compliance strategies	wait for feedback	ensure implementation of mitigation measures report on environmental compliance

7.5 PUBLIC ACCESS TO INFORMATION

Public consultation will be critical for successful environmental management. The MASAF process has been designed in such a way that it will ensure effective and meaningful consultations through involvement of communities throughout the project cycle. To comply with the public consultation elements of the national process:

the Director of Environmental Affairs may conduct his or her own public consultation to verify or extend the work of the communities;

formal documents will be made available for public review and comment. These will include:

PAF

Draft and final EIA reports as well as decisions by DEC/PO, MU and the DEA regarding project approval

A “public record” of all documents pertaining to PWP funded sub-projects shall be kept at the relevant Zone Office.

CHAPTER VIII: MONITORING AND EVALUATION

8.1 ROLES AND RESPONSIBILITIES

The responsibility for monitoring and evaluation of individual subprojects will be shared responsibility between communities themselves, project committees, districts staff, line ministries, the MASAF Zone and Management Unit and external evaluators.

Project Area Level Monitoring

The community's role in monitoring the sub-project activities will be to ensure that the projects immediate benefits are properly administered. This will be done through the project committees and the workers committees. Their involvement will be more on the input side, specifically the committees will:

- authenticate the registers of workers.
- sign off on payrolls after pay parades.
- have first hand information about the size of the funded sub-project and components.

District Level/Sector Monitoring

DEC and sector ministry representatives will be exposed to all project proposals and supervise all projects being implemented. This will give district government officials and sectoral ministries adequate information to monitor the impact of MASAF in their district and their sector. Government staff responsible for technical construction supervision will be trained to enable them effectively support the supervision done by the MASAF Technical Supervisors.

By using the Field Activity Monitoring Form, district sector staff will be called upon to report about their monitoring and supervision visits according to their respective areas of competence, covering:-

Physical Progress and quality of building of structures and other civil works (bridges and roads etc.).

Financial expenditures and accounting records.

Stock management.

Project management and community organizational issues.

MASAF Management Unit

The MASAF MU is responsible for the formal monitoring and evaluation of MASAF activities as described in the following sections:

Routine reports. The Zone and MASAF quarterly and annual reports and audits provide a great deal of information regarding the number, type, performance and achievements of subprojects, the activities and expenditures of the MU, the types and amounts of, and the financial situation of the subproject. These will be the principal sources of information for on-going monitoring of MASAF internally, and by GOM and IDA.

Mid-term Review. As part of project design such reviews will be scheduled as the projects' life cycle is rolled on to cover technical, management and beneficiary assessments aimed at confirming or revising the project assumptions. Findings of the mid-term review will help in the planning and implementation of subsequent phases of MASAF.

Specific areas of coverage will include:-

Technical review. Technical aspects of the projects, such as the quality, speed and cost of construction; adherence to sectoral/national norms, etc.

iii) Beneficiary assessments. BAs will be undertaken annually to assess community as well as stakeholder perceptions on the performance and implementation experiences of the subprojects. A representative sample of sub-projects will be selected for assessment that will focus, among other aspects, on the following:

objectives of the specific subproject;

the nature and level of participation by different categories of beneficiaries;

impact on beneficiaries, numbers involved, reached or assisted beneficiaries;

involvement of women on project committees;

proper use of and accounting for funds;

capacity of intermediary institutions to manage implementation of MASAF assisted projects;

maintenance of the projects;

lessons learned from the experiences;

the role of contractors and consultants.

iv) Special studies and research. MASAF will engage consultants to carry out special studies as needed to investigate special project issues impacting on project implementation. The techniques used may include systematic client consultations, beneficiary assessments and others according to the situation.

- v) External monitoring and evaluation. MASAF, as a project, will be monitored by the GOM through the MASAF Board and by IDA through routine project supervision missions and project reports. In addition, MASAF will contract out special studies and research work in order to evaluate project performance and its impact on project beneficiaries. It is expected that the outputs of these studies will contribute to a better understanding of the poverty phenomenon and the design of future alleviation strategies.

8.2 MONITORING AND EVALUATION INDICATORS

i) Impact Indicators.

ii) Process and Input Indicators

Workshops/meetings/field visits by type of training provided and number and type of participant (all components);

IEC messages by types, medium and coverage (all components);

Numbers of women in project committees

Number of women participating in project activities and by marital status;

Number of projects requests received, approved, funded, completed - by sector and geographic distribution;

Funds committed and disbursed;

Number of person - months of employment created under the urban sub-projects;

Speed of processing of projects;

Total MASAF funding;

Management unit overheads compared to subproject costs;

Labour intensity: unskilled labour cost to total project cost percentage;

iii) Output Indicators

numbers of projects completed by sector;

number of road kilometres or equivalent;

verification of physical progress;

gender: analysis of participation by gender between women and men and amongst women;

household perceptions of benefits;

if the organisation of work is convenient to women;
cost efficiency and effectiveness;
amount of funds disbursed by sector or geographic area;
number of beneficiaries reached per sector.
Numbers of facilities rehabilitated/constructed (project components completed);

iv) Impact Indicators

access to safe water sources;
reduction in walking distances to safe water sources;
effects on the welfare of the people particularly women;
effects on the environment, particularly land degradation, flora and fauna;
the utilisation of additional resources made available from the programme at household level;
the effect of the incremental income from the programme at household level;
inflationary effect of additional cash injections of resources into the districts rural economy;
seasonal effects on participants on the demand for labour;
communities' perceptions on the benefits or lack of it, of the assets created.
effects on the welfare of the people of the social infrastructure created;
increased income earning opportunities for people working on the projects;
increased economic activity within project vicinity.

IX MANAGEMENT AND INFORMATION SYSTEM

Project tracking and management will be done through the MIS which has been established to capture data and monitor the flow of work. The computerised project tracking system will capture the following variables:

- project Title
- project Location
- Project type, status and date
- Project components and quantities
- Financial performance
- Participation by gender
- Participation by Female Household Heads
- Employment trends
- Environmental aspects
- Constituency

The details on how the MIS functions and at what stages the information will be captured and other reports will be contained in the MIS manual.

X. FORMS, RECORDING AND REPORTING

This section explains the use of forms which are specific to the Public Works Programme. Forms included in this chapter are:

District Road Proposal Form	(Form 1a)
District Dam/Valley Tank Proposal Form	(Form 1b)
District Afforestation Project Proposal Form	(Form 1c)
District Road Budget and Expenditure Report Form	(Form 2a)
District Dam / Valley tank Budget and Expenditure Report Form	(Form 2b)
District Afforestation Budget and Expenditure Report Form	(Form 2c)
District Road Progress Report	(Form 3a)
District Dam/Valley Tank Progress Report	(Form 3b)
District Afforestation Project Progress Report	(Form 3c)
Field activity Monitoring Form for Roads	(Form 4a)
Field Activity Monitoring Form for Dams/Valley Tanks	(Form 4b)
Field Activity Monitoring Form for Afforestation	(Form 4c)
Daily Materials Report	(Form 5)
Environmental Screening and Reporting Form	(Form 6)
Cash Control	(Form 7)
DSS Expenditure Report	(Form 8)
DSS Allowance Claim Form	(Form 9)
Traffic Count Form	(Form 10)
Completion Report Form	(Form 11)
Certificate of Completion	(Form 12)
Work Norms and Budgeting for Public Works Projects	(Annex 1)
Road Works Norms	(Annex 1a)
Work Norms for Small Earth Dams & Valley Tanks	(Annex 1b)
Afforestation Work Norms	(Annex 1c)
Sample Road for Illustration	(Annex 2)
Use of Contractors for Construction	(Annex 3)
Use of Consultants for Technical Monitoring and Supervision	(Annex 4)
Form of Agreement for PWP Contracts	(Annex 5)
Financial Management Circular No. 3	(Annex 6)

Forms used in public works projects can be divided into those that originate from the work site, from the district level and from the national or regional level. MASAF will continually develop appropriate forms.

10.1 Site level forms

In order to organise works efficiently the foreman is expected to maintain a “Site Quantities Book”.

10.1.1 Quantities Book:

The book indicates the quantity of work planned to be executed and actual achievement made. These detailed work quantity and location estimates allow foremen to plan how to allocate jobs between teams of workers.

10.1.2 Daily Work Programme: The planned assignments for each team of a certain size each day is recorded on a “Daily Work Programme” sheet , with the actual numbers of workers on a given assignment placed next to the planned number at the end of the day.

10.1.3 The Time and Pay Sheet: The use of this card is explained under “labour recording system “.

Each gang leader keeps a time book for his particular operation. Workers are marked present in the book only after satisfactory completion of their task for the day. At the end of the day, the information in the time books is copied onto muster pay rolls. The time book has been designed so that it is both a daily labour register and wages pay roll to reduce the number of reporting forms being dealt with. The time keeper or register clerk must fill the form daily and keep it safely on site. Near to the pay day, the form must be sent to the Cashier.

10.1.4 Storeman’s monthly return and site returns: These are standard reports on materials and tools received, used and in stock on site which are sent monthly to the district level.

10.1.5 Foreman’s Progress Report. This form is specific for the public works programme. The report will be filled by the foreman at the time that the Time and Pay Sheets are submitted to the district team. The foreman will request the storekeeper(s) to submit reports on the same day so that all information provided pertains to the same point in time in relation to the work. The Progress report is divided into sections reporting on the Physical progress, the Use of Labour, and the Use of Materials, with each indicating the components of the works activities. This is so that discrepancies between the quantity of labour or materials used and the progress made are easily observable and both can be compared to the original estimates for that project. The final Progress Report of the foreman will serve as a summary of the labour and materials input so far used on that component and activity.

10.2 District Level Forms

10.2.1 Project Application Form: These are standard formats for districts to use when applying for Public Works Programme funding for projects (See Forms 1a, 1b, 1c).

Projects are planned and budgeted by “Components”. In the case of a road for example, components are divided according to having the same bills of quantity. The components are: Earthworks, Bridges. If there are two bridges of the same type they would be one component, but if they are of different types (e.g. Timber and Irish) then they should be listed as different components, culverts, drifts, splashes. The quantity of each component should be by its usual unit of measure (kilometres of earthworks, lines of culverts, spans of bridges, etc.).

Budget estimates are made according to detailed bills of quantities for Labour (unskilled and other), Materials, Materials transport, Tools and Administration. PWP standards Annex 1a, b, c be used for all bills of quantities. An example of calculating the bills of quantities for the labour content of earthworks for a road is given in Annex 6. Labour bills of quantities for structures do not need to be complicated – a simple standard number of unskilled and skilled workdays per structure is adequate.

Bills of quantity for materials should include stones (aggregate) and sand, although these are sometimes purchased and transported to the project site as materials and sometimes are produced on project site using labour. The proposal should indicate which will be the case in a particular project.

Materials transport costs will be estimated in the range between 25 to 35% of the materials cost based on distances to the source of the materials.

Project administrative expenses are set at 15% of other project costs.

The application form must be signed by the three members of the DSS.

10.2.2 District Progress Report:

One report is submitted for each project in the district each month. The report will constitute physical progress, materials use, tools report and expenditure report. The number of male and female unskilled and skilled workers working that month will be extracted from the Time and Pay Sheets. Materials used for each structural component should be recorded separately. For instance materials used for precasting of rings should be accounted for separately for materials used on a bridge construction.

Since there is no standard tools report from district level, this is added to the district progress report. Any loss, breakage or theft of tools must be explained in detail in a separate attachment to the report. If the loss or breakage is not justified then the user will be responsible for replacement through deductions from the next month wages.

The district level is responsible for handling project money and for assisting the field level, so reports on project expenditures and on field visits made by district staff are included. The district Technical Supervisor must indicate the date of his most recent visit and certify whether he feels the work quality is up to standard and the progress reported is accurate. Any problems should be noted (See Forms 3a, 3b, 3 c).

10.2.3 National/Regional Level

Field Activities Monitoring Form - Annexes 4a, 4b and 4c: In order to ensure that both the technical and administrative aspects of public works projects are running smoothly, there needs to be regular supervision from regional and national levels. This can come from the Public Works Division MU and Zone staff directly, from sectoral ministries national or regional staff or from consultants hired to monitor district activities.

The Field Activities Monitoring Form serves as a reminder of the range of items to look for when monitoring the district and field level and a record of the findings of the visits, including problems and recommendations to the district. The same format should be used by all persons monitoring the district and field level, although not all supervisors will be concentrating on the same aspects of the project and those portions which are not assessed during a given visit can be indicated as such.

