

LRG-OSBP workshop

One Stop Border Post at Lebombo/Ressano Garcia

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1. Origin and Purpose of Assignment

At the request of the authorities of South Africa and Mozambique, DFID agreed to finance technical assistance to enable the development of a legal framework and a manual of operational procedures and institutional arrangements for establishing a One Stop Border Post (OSBP) at Lebombo/ Ressano-Garcia. The expected measurable outcomes of the implementation of the OSBP were defined as (i) enhanced border security and trade chain security, (ii) reduced waiting time for vehicles at borders and (iii) reduced transport cost. ¹

2. Methodology Adopted during the Assignment

The project is premised on the clear understanding that Mozambique and South Africa are developmental states and that the conceptualization and design of the one stop border must be fully aligned with the developmental goals, objectives and agendas of the respective Governments.

The project is further premised on the notion of co-operative governance amongst government agencies and integrated border control which recognizes that there are multiple agencies with an interest in border control that have to be accommodated and that immigration, customs and police are the primary role players.

In giving effect to the premises above, the contractors have adopted:

- (1) A technically driven, research based, comparative approach drawing on their experience of preparing and operating OSBPs in different parts of the world, particularly those operating in Western Europe, Central and Eastern Europe, Asia and West Africa.
- (2) An all encompassing consultative approach focusing initially more on the public sectors of both South Africa and Mozambique bearing in mind that further comprehensive consultations will be conducted with the private sector in the second round of contractor visits anticipated for June 2007.

The purpose of the consultations was:

- To obtain information regarding present border operations, their understanding of the planned OSBP operations;
- To facilitate a common understanding of the notion of OSBP;
- To present in broad terms the implications of the proposed creation of the OSBP on the various stakeholders.

Consultations were conducted in Pretoria, Maputo and at the Ressano-Garcia/ Lebombo border post.

3. Status of Preparation regarding the One Stop Border Post (OSBP)

In 1997 the South African Cabinet approved the creation of an OSBP between the Republic of South Africa and Mozambique at Lebombo-Ressano Garcia, for which a Protocol was signed in 1998. After some delay the initiative was revived and in 2006 the South Africa and Mozambique heads of State reiterated their intentions and expressed their firm political will to open the OSBP in the very near future. Early in 2007 the Cabinet of South Africa instructed the Department of Public Work to proceed with a bi-national working group to plan and deliver the infrastructure for the OSBP by December 2008 and approved R600 million for this project. In January 2007 the Cabinet appointed SARS as lead agency within the Border Control Operations Coordinating Committee (BCOCC) which also serves as the steering committee for the OSBP program. Mozambique is in the process of establishing counterpart institutions.

¹ Luc De Wulf is a former lead economist retired from the World Bank, and Michel Zarnowiecki is former World Bank and currently director in French Customs.

The BCOCC officially launched its activities related to the creation of the OSBP at a meeting on April 23, 2007 in Pretoria at which the Chairman presented the status of the work related to the creation of the OSBP and introduced the Contractors tasked with assisting the initiative.

Representatives of the Mozambique border agencies met in Maputo on April 30, 2007 to formally establish a Cooperation Committee that will take charge of the preparations leading towards the operation of the OSBP. Membership of this Committee is expected to include the Departments of Home Affairs, Agriculture, Health, and Foreign Affairs, the Border Police and Customs. Leadership of this committee was still to be decided when the contractors visited Maputo; it is strongly recommended that it should be under Customs. Mozambique may also want to establish like South Africa, a secretariat to the Committee to ensure daily management and inter-agency cooperation.

An Agreement between the Government of South Africa and the Government of the Republic of Mozambique on a Combined Border Control Post on the South Africa – Mozambique border was negotiated between representatives of the two countries and is expected to be signed later in 2007 by the respective Heads of State. This Agreement is not a self-executing document as it is limited to setting out the broad principles for the OSBP. It should be complemented by a series of annexes that will define the key operational modalities of the OSBP. This has been explicitly noted in the Agreement itself.

At the April 26, 2007 meeting in Maputo, the bi-national working group agreed in principle on the following modalities for the OSBP, subject to endorsement by the respective principals. (These modalities were endorsed at the May 3 Pretoria *Talks on the Establishment of a One-Stop Border Post in Lebombo-Ressano Garcia between the Border Control Operational Coordinating (BCOCC) of South Africa and the Mozambique Government Delegation*):

- The OSBP will have separate facilities for processing passenger and merchandise traffic;
- Passenger traffic will be processed at a new facility that straddles the border;
- Goods traffic will be processed at a site four kilometers inside Mozambique (known as KM 4), where the various border authorities of South Africa and Mozambique will be present;
- A new dedicated and secured road will connect the KM 4 site with the border;
- South Africa expressed its intention to allocate the budgeted R600 million to the initiative, part of which would be allocated for the construction of the OSBP; and
- The department of Public Works of South Africa will issue a tender for the appointment of a consortium of consultants (with 15% participation of Mozambican companies) to start detailed planning of the new sites, taking into account the operational modalities of the border management and the requirements of the various agencies that will be present at the border.

4. Strategic approach

Whereas the concept of the OSBP was well understood by the the various agencies of the administrations of both sides, the consultants felt that there was a need to further clarify the concept and deepen a common understanding on the part of all stakeholders.

To achieve successful operations, the authorities should therefore consider the following steps:

(a) The OSBP concept should be operationalized.

- First, the OSBP Agreement must be internalized. This requires (i) putting national legislation in compliance with the draft Agreement, (ii) using this opportunity to streamline and adjust domestic legislation and regulations, and (iii) establishing a bi-lateral border committee between South Africa and Mozambique, consisting of representatives of the two national committees.
- The operational framework should be structured. For example, a joint concept should be agreed for the definition of the different zones within the OSBP, segmentation of traffic and users, or zone security issues.

- Options for further integration need to be envisaged. These include, *inter alia* (i) shared use of assets (e.g., scanners), (ii) exchange of information and intelligence, (iii) computer links, (iv) delegation of powers to officials of the other country and recognition of their findings, (v) single payment window, and (vi) advance targeting and profiling. At a later stage, some international best practice standards could be introduced, or even surpassed (for example, the use of a single guarantee across the border, or the possibility for a broker to operate on both sides of the border).

(b) The OSBP should be dynamically managed.

- To be effective, a permanent management structure is necessary. This includes (i) day to day management (running the facility, maintenance, cost sharing), (ii) investment and further development, and (iii) contacts with the authorities and utility companies of both countries (municipalities, housing issues, and power supply).
- As OSBPs are often the opportunity to streamline procedures, a change management strategy is required (e.g., simplifying documentary processes, introduction of standard forms)
- Performance needs to be measured and benchmarked, through (i) an undisputed measurement methodology, (ii) establishment of a baseline, (iii) regular monitoring, and (iv) setting client service and user standards. In addition, complaints and suggestions should be accommodated.
- Experience all over the world shows that modernization initiatives in Customs and border management need to be introduced with the full support of the private sector. Both institutionalized consultation with the private sector, and its participation in the design of organization and operations, provide effective solutions.

5. Proposed contribution of the contractors

The major contribution of the international contractors is to provide a way to move forward smoothly on the OSBP agenda, and bring experience of international best practice.

(a) Legislative and operational alignment. The implementation of the OSBP as defined in the bi-national Agreement will require that:

- The legislation that guides the various agencies involved in border control activities allow for the OSBP operation and all that this implies;
- The bi-national Agreement be signed by the respective Heads of State, and is complemented by mutually agreed Annexes dealing with the operational implications of the Agreement;
- The operational procedures for all agencies operating at the OSBP be agreed upon, and
- A process is set in motion to ensure that the preparation for the infrastructure works to be undertaken at the straddled border post and at KM 4 in Mozambique fully take into account the operational requirements of all agencies that will be present.

For all three elements, the contractors would act as facilitators.

(b) Launch seminar. This is a seminar where the principles of an OSBP would be presented, to ensure that all agencies involved in the preparation and operation of the proposed OSBP share the understanding of its purpose and operating principles. At the seminar the contractors would provide examples of operational OSBPs and work with national and bi-national teams on the operational guidelines (for which a draft would have been prepared by the national teams). It would also be useful if during the seminar several workshops were held, associating officials from both countries tasked with designing the outline of streamlined and integrated procedures; the contractors could facilitate their work. The contractors could introduce and facilitate the seminar, present the issues, and assist in adapting to regional specifications some of the international standards.

(c) Performance measurement. To assess the efficiency of the OSBP principle, a simple performance measurement scheme must be introduced. This consists of (i) establishing a baseline, (ii) setting performance targets, and (iii) arranging for regular monitoring. A study on

the time required for crossing the border at Lebombo / Ressano Garcia would serve as a baseline for future monitoring of progress with respect to trade and passenger facilitation.² The contractors would assist in introducing the internationally accepted World Bank's performance measurement standard, and contribute to the design of mechanisms to adjust operations according to results.³ The Time for Release Study carried out in 2007 by Mozambique according to the WCO methodology is a useful complement to the proposed performance measurement, in terms of specifically Customs-related results. SARS may want to consider undertaking a similar exercise with the reservation that it does not replace the above mentioned performance measurement.

(d) **Communication and change management.** The introduction of the OSBP will bring major changes to local procedures, which may be resisted by local officials, or even operators, sometimes for no other reason than the force of habit. Key elements of success are to (i) explain the changes and their implication, (ii) analyze resistance, and (iii) ensure ownership over the new processes. This requires action both with the local officials and the users of the facility. The contractors can assist in designing this change management strategy and contribute on an on-going basis.

6. Review and updating of the relevant legislation

(a) **Legislative changes.** The contractors reviewed the major pieces of legislation that guide operations at the border with a view to see how they are attuned to an OSBP concept. This survey was inevitably limited, due to the absence of comprehensive understanding of the South African and Mozambican legislative systems and jurisprudence. It therefore appears that (i) a detailed expert review of the legislation will be required to identify the adjustment that are necessary to permit the operation of these services in an OSBP environment, and drafting expertise will have to be mobilized to adjust the legislation accordingly if and when this is required. This exercise will probably have to extend beyond the scope of Customs and Police administered legislation, and should include all laws and regulations likely to affect the new procedures to be introduced.⁴

(b) **Drafting.** Local experts totally versed in the legislative tradition of both countries would be best qualified to undertake both this review and subsequent rafting. The contractors would (i) set the framework and (ii) overview the work to ensure quality control and consistency with the OSBP objectives.

(c) **Initial mission findings.** What follows is a brief run down of the mission's findings, and should in no way be interpreted as a legal opinion.

South Africa

Legal Opinion from the Chief State Law Advisor

According to this opinion (dated January 4, 2006) "If South Africa wishes its officials to perform immigration, Customs and police functions in a foreign state, an Agreement to that effect is needed between the two countries, an Agreement that needs to be enacted in law in terms of section 231(4) of the Constitution. Once such an international Agreement has been concluded and enacted into law South Africa can, if necessary, amend its legislation in line with the provisions of the international Agreement providing for the exercise of such functions. Once an international agreement has been

² Both countries currently use a gate pass, issued to every vehicle entering the border zone, and also used in Mozambique as a simplified passenger declaration form. These gate passes are annotated with the time of entry and the time of exit, and serve as evidence that vehicles and persons within the border have completed all mandatory procedures. With little modification, they could be used as part of the performance measurement.

³ According to interviews carried out locally and mission observations, waiting times are comprised between 30 minutes and six hours to complete all entry operations on the South African side for commercial traffic, and a few minutes for travelers. However, the most frequently observed time (median) was not available, and could, according to some operators, be closer to the six hour maximum. In addition, the time for clearance does not seem to include physical examination of trucks at the spillover airfield facility, neither does it take into account time spent queuing. On the Mozambican side, entry times could be as short as 40 minutes, but appeared to be on average much longer. The mission witnessed a passenger coach which took over three hours to simply cross the border line, and also saw long queues of vehicles and trucks having entered Mozambique but not yet being processed. While many of these delays may not be due to Customs processing, they should be taken into account to assess the overall efficiency of the border post.

⁴ As an example, data protection laws may affect information sharing across the border.

enacted into law by national legislation it becomes law in the Republic and it will therefore not be necessary to repeat its provisions in legislation.”

Customs

It appears that Customs legislation already provides for extraterritorial operations:

- Article 50A of the Customs Act specifies that in accordance with an international agreement concerning joint, one-stop or juxtaposed international land borders posts and places of entry for the Republic, the Commissioner may “deem such places situated outside the territory of the adjoining state (a) to be a place of entry for the Republic through which goods may be imported or exported and where goods may be entered for customs and excise purposes and (b) allow officers to exercise their powers and perform their duties and functions under the Act in such places.”
- Article 50A (2) specifies that “any such place situated in the territory of an adjoining state shall be deemed to be a place situated in the Republic” and details the process of dealing with goods and persons detained in that territory. Article 50 A (4) specifies furthermore that “The Commissioner may in administering the provisions of this section, notwithstanding anything to the contrary in this Act or in any other law contained-(a) decide or determine any matter or perform any duty or impose any condition in connection with the provisions so administered and (b) make rules” ...in a number of specific instances pertaining to the clearance of export and import goods.
- Article 115 recognizes the legal value of entries, oaths, etc. made on foreign territory.

Immigration

A copy of the Immigration Act No 13 of 2002 was obtained. A cursory reading of this Act shows that it describes immigration prescriptions, and empowers (article 44) “any organ of the State to ascertain the status or citizenship of the persons receiving its services”. This, together with article 3, implies possible delegation of authority to other agencies. There appear however to be no provisions either authorizing or preventing extraterritorial operations, and article 35 simply requires that conveyances (and presumably their passengers) should only enter through a port of entry.

Preliminary indications are that the Department of Home Affairs will be executing immigration functions at the border. Both the South African and Mozambican authorities have achieved the following level of consensus in this regard as expressed in the draft bilateral OSBP Agreement.

- The definition of border control: “Border control” means the implementation of any statutory or administrative provision, of either of the countries of the parties, which may be applied to persons crossing the border or to the importation, exportation or transit of goods or other property.
- Article 5 notes that border control areas pertain to railroad traffic, road traffic and pedestrian traffic.

Phyto-sanitary and Animal Health Inspection

The mandate of the Department of Agriculture pertains to border control of cargo that could impact on food safety, animal health, plant health, and genetically modified organs. There does not appear to be any restriction to extraterritorial operations.

Health Inspection

This administration deals with any health threats that result from the importation and exportation of cargo and from passenger traffic. Local authorities appoint inspectors. Legislation would permit the delegation of authority to SARS and SAPS, and could therefore be sufficient to address extraterritorial operations.

Police and enforcement issues

The SAPS had initially expressed some reluctance at operating on foreign territory. This was largely due to the exercise of powers of restraining, detention, arrest, and the use of firearms or other weapons, but also referred to the powers of enforcement that a foreign police force might exercise on South African territory, should the OSBP be located on the territory of the Republic. In addition, the SAPS need to enforce practically all the laws of the land, unlike other agencies that have a more limited mandate.

However, the draft bi-national Agreement clearly empowers authorized officials to act within their designated area of the control zone. While there are no provisions relating to the use of weapons, international practice restricts this use to cases of self defense. At Lebombo / Ressano Garcia, the location of the control zone on Mozambican territory eliminates the reservations the SAPS may have about Mozambican officials enforcing their legislation on the territory of South Africa.⁵ Last, article 7 of the draft Agreement clearly defines the right and authority to arrest, and, implicitly, provides this right to South African officials operating at the facility.

SAPS has indicated its support for the text of the draft Bilateral OSBP Agreement.

Immunities and privileges

The draft bi-national Agreement does not address the privileges and immunities afforded to nationals of one country traveling to their designated area of the control zone through the territory of the host country, or their right of access. It also does not deal with the actions to be taken in the case of a violation of the law of the host country, whether it is or not in the course of official duties. Although these provisions are usually embodied in the text of similar bi-national agreements, it is felt that a modification of the draft at this stage would cause unnecessary delay. It is therefore recommended that all additional provisions should be included in separate, jointly agreed, annexes.

The Draft Bilateral OSBP Agreement was amended to enable future annex development during the joint Mozambique-South Africa Meeting held in Pretoria on 3 May 2007 and all parties have agreed to the text.

Mozambique

The contractors obtained less factual information on how the Mozambican legislation would need to be adjusted to permit all border agencies concerned to operate at the OSBP, apart from the superseding status of the Agreement over national laws. However, given the envisaged design, the OSBP would be located on Mozambican territory, thus eliminating, at this stage, the problem of extraterritoriality for Mozambican officials.

Customs representatives noted that they could undertake the review of their legislation but would welcome DFID support to finance Mozambican lawyers to draft the possible revision of the legislation. Consultant support would be welcome to highlight the areas that would need to be reviewed in detail and would undertake quality control during this process.

It is the understanding of the Contractors that the other Mozambican agencies would adopt the same approach; but this would need to be confirmed, as the brief stay in Maputo as well as the novelty of the subject to many participants in the meetings that were held, did not permit the contractors to have de necessary detailed discussions with all border agencies involved.

7. Annexes to the Bi-lateral Agreement

As mentioned above, the draft bi-national Agreement (i) only provides the framework of operations at an OSBP, (ii) does not completely include self-executing provisions, and (iii) does not address some issues. These would be described in annexes to the Agreement, which could be negotiated between the two

⁵ As the passenger facility straddles the border line, it would not be difficult to exclusive control areas on both sides of the border line.

countries after signature of the Agreement itself, and progressively introduced before the opening of the OSBP. They could be clustered as follows:

(a) Definition of the OSBP

- Geographical location, area, different zones, buildings and facilities, access roads, entrances, fencing and marking, corresponding administrative district, appended scale map;
- Design of the OBPS, signposting, duty-free shops, restaurants and other retail outlets (if appropriate) and access of users, specifications and design of specialized facilities (dog kennels, detention cells, etc.).
- Extraterritoriality status, definition and marking of the control zone, designated national control areas, areas and cases of applicability of domestic or foreign law (including applicability of non Customs/immigration or criminal laws, viz. labor and other similar laws), cooperation protocols, general law and order.

(b) Rights and obligations of officials.

- Right to perform duties, right of access, relevant jurisdiction, hierarchical inspections and controls, number of staff allowed to work in the facility;
- Privileges and immunities;
- Powers of staff, right to restrain, detain and arrest, right to wear and use firearms and other weapons;

(c) Operations.

- Opening hours, traffic management; traffic regulations, languages in use, passes for concessionary staff, applicable legislation and currency, emergency services;
- Single payment mechanism (if appropriate)
- Sequencing of control, use of shared assets (scanner, weighbridge, dog units), recognition of the validity of findings by officials of the other country, delegation of powers (national and bi-national), information sharing, joint accreditation of authorized users;
- Communications and IT connectivity of different systems, local area network and intranet.

(d) Management

- Management of the facility and its structure, joint border committee (mandate, operational modalities and composition), private sector and users' consultative structure, complaints;
- Maintenance, power supply, role of contractors;
- Training, quality control, cross-awareness sessions
- Housing if appropriate, cost recovery, transport cost to the facility
- Maintenance of the facility and (eventually) user charges;
- Collection and analysis of performance indicators and establishment of service standards.

8. Involvement of the Private Sector Stakeholders

During the visit the contractors had extensive discussions with a number of private sector stakeholders in both countries. From these discussions and earlier-published pronouncements of these stakeholders and their associations it is clear that they are great supporters of the OSBP operations at Lebombo / Ressano Garcia. They are willing to support the preparation of its establishment and operation, and in financing certain aspects of it. They agreed with public sector representatives that the improvement of competitiveness of the South Africa Region requires smoother border crossing at Lebombo / Ressano Garcia both for passengers and for cargo.

The experience of the Contractors suggests that the efficiency and effectiveness of the design and operation of the OSBP can greatly benefit from a close association with private sector operators. A dedicated strategy to involve private sector stakeholders in the process of establishing and operating private sector will be required. Contractors can contribute to this initiative.

9. Change Process and Tentative Timetable

In light of the decision to operate an OSBP at the end of 2008-early 2009 and the lead time required for the design and construction of the facilities, it appears urgent that policy makers establish a clear timetable for their implementation arrangements. It will be important to pay great attention to the needs for infrastructure, given the lead time involved. This will require early decisions on the key stakeholders that are expected to be present at the OSBP, their operational procedures and the desirability of retail and other services. However, good project implementation will require a timetable listing all important steps that will impact on the timely delivery of the OSBP. The proposed timetable aims at identifying the important steps for 2007; this timetable will need to be actualized on an ongoing basis and updated for 2008 in light of the results achieved.

In addition to preparing for the infrastructure works, the present timetable focuses on (i) establishing the Governance structure for the OSBP, (ii) ensuring that all stakeholders have the same and deep understanding of what a best practice OSBP will mean in general terms and in terms of their own operations, (iii) arrive at an early decision by the Managing Authority of the key features of the operation of the OSBP and (iv) identifying the changes that will be required in the legislative framework and operational procedures to permit the OSBP to operate with full cooperation of all stakeholders and establishing a process by which the modifications in the legal and operational framework of all border control agencies that will be present at the border are identified and incorporated in the legal and operational framework in both countries. It also sets forth the deadlines for the contribution of the DFID and national contractors.

To enable full understanding of all stakeholders of the key operational features and options of operating a OSBP, the Contractors have prepared a detailed Explanatory Note on the various options and their operational implications. (THE EXPLANATORY NOTE HAS BEEN DISTRIBUTED AS PART OF THE WORKSHOP DOCUMENTATION).

To identify the legislative and operational implications of OSBP operation, the Contractors propose that:

- Mozambique and South Africa must respectively identify staff to undertake a preliminary review of the legislation and operational procedures that may need to be revised to permit the agency to operate in the OSBP. Findings will be discussed at the July Workshop. This pertains particularly to Immigration, Customs, Police, Health and Phyto-Sanitary inspections and animal health inspections.
- The July workshop will result in the identification of the supplemental resources that are required to undertake this review and to draft the legislative and operational amendments. These resources would be recruited nationally to ensure that the results are fully consistent with the legislative and operational traditions of the each country. They will operate in close contact with Contractors.
- Contractors will prepare a series of Annexes, to be referred in the Bi-national Agreement and undertake a review of the redrafting work undertaken by national consultants
- These Annexes will need to be carefully reviewed and agreed upon by both Mozambique and South Africa and transposed in the national legislation.
- The study on performance indicators will need to be launched and steps for regular monitoring agreed upon.
- Throughout the process a communications strategy will need to be designed and implemented.

10. Draft of the 2007 timetable for the establishment of the enabling legal framework for the OSBP

Task	Timeframe
DIFD Consultants send <ul style="list-style-type: none"> • TORs for the Management authority and the technical Implementation Authority. • Updated End of Assignment Report that includes a detailed implementation timetable for 2007. 	Draft May 14, 2007 Revised My 17, 2007
Bi-national Committee approve the Terms Of Reference of the Management Authority and the Technical Implementation Committee , established to guide the work on the OSBP at a bi-national meeting in Pretoria on May 3	May 21, 2007

Task	Timeframe
Identify membership of the Management Authority and the Technical Implementation and formally launch its assignment. .	May 28, 2007
DFID consultants send <i>Explanatory Note</i> on key operations at OSBP.	End-May 2007
Public sector stakeholders are invited to (i) identify the persons responsible for initiating the review of the legislation and operational procedures of the border agencies expected to be present at the OSBP and (ii) instruct them to undertake the said review. Reviewers are given a copy to the Explanatory Note.	End May 2007
Nominate the members of the technical teams of the Technical Implementation Authority	June 4, 2007
A communications and information strategy towards border agency staff and private sector is defined by the Communications Team of the Technical Implementation Authority Team and initiated. Communications Anchor is identified and his/her name communicated to all concerned.	As of May and ongoing
Technical Team on Infrastructure issues tender for design of OSBP and sets time table for the the establishment of the infrastructure at Lebombo/Ressano Garcia. Timetable is incorporated in the overall timetable for establishing the OSBP.	Mid-June 2007
DFID contractors present program of the July workshop after consultation with SARS.	Mid-July 2007
Launch seminar and workshop the result of which will be the identification of further work needed to clarify the legal and operational principles and identify the scope of work f or eventual national consultants.	Late July 2007
Study <i>Measurement of time required to pass through the border</i> <ul style="list-style-type: none"> • Methodology explained • Contractor identified and recruited • Baseline survey undertaken • Performance targets set Regular monitoring	July workshop August 2007 September 2007 November 2007 Early 2008
National consultants and their scope of work clearly identified and contracts issued.	Mid-August 10,22007
Based largely on the results of the workshop the Managing Authority decides on key operational guidelines for the functioning of the OSBP (delegation of authority, sharing of data, sequence of inspection, ICT connectivity, etc.) and instructs the Technical Implementation Authority to start working out the operational implications.	Mid-August 2007
National consultants finalize review of legislation and operational procedures and identify the areas where redrafting is needed or new legislation and operational procedures need to be introduced.	End September to end October 2007
DFID contractors submit draft Annexes to the Agreement. DFID contractors review new legislation and procedures as drafted by the national consultants and make suggestions.	End September 2007 October 1-15, 2007
MOZ and ZA legal team analyzes the Annexes to the Agreement with a view to edit, change in preparation for official endorsement by the Managing Authority	October 1-15, 2007
National contractors prepare the agreed upon drafts of the legislation and procedures Stakeholders provide comments	Mid-November to mid December 2007 End December
DFID Contractors submit final report that includes the drafts of the Annexes, the new legislation and a copy of the operational principles and procedures.	December 2007
MOZ and ZA formally accept the Annexes as complements to the signed Agreement and start the process of realigning national legislation where necessary.	Early 2008
Infrastructure works start	TBD