

収集資料リスト

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県農業開発計画（DADPs）1年目のとりまとめ

1. DADPs における案件選定理由¹

県農業開発計画（District Agricultural Development Plans: DADPs）資金の各県への配分に関する会合が 7 月 18 日に開催され、DADPs の対象案件ならびにそれに基づく各県への資金配分が決定された。まず案件選定に先立ち、会合参加者間にて合意された以下の 2 条件に照らして各県が資金の配分を得られるかどうかを検討された。

- 「農業関係 3 省（ASLMs：MAFS、MCM、MWLD）が決定した重点分野に準ずる案件を挙げてきているどうか」
- 「その案件の対象となる村を県が特定できているかどうか」

なお、「ASLMs が決定した重点分野」とは以下の 5 分野である。

- (1) 灌漑農業のための小規模灌漑施設の設置／リハビリ
- (2) コーヒー豆の皮剥き機の購入
- (3) 小規模ダムを設置／リハビリ
- (4) 家畜につく害虫予防のための消毒液槽のリハビリ
- (5) SACCOs²の強化

そもそもこれらの分野は農業セクター開発プログラム（Agricultural Sector Development Programme: ASDP）において「クイック・ウインズ（Quick Wins＝優先的介入）」として考えられたものの一部であり、DADPs の資金の投入を通じ、素早いインパクトの現出を狙って決定されたものである³。なお、これらの分野の選定には、DADPs 資金が 110 億シリング（13 億円弱）から 40 億シリング（5 億円弱）に減額になったことも影響している。そのため、限られた資金の有効利用の観点から、リハビリに重点を置く方針である。灌漑事業を例にとると、新しい灌漑施設を設置するのではなく、むしろ既存の小規模の灌漑施設（水路や堰など）の改

¹ 8 月 1 日実施の ASDP 事務局ニャキモリ氏（Chacha Nyakimori：プログラム・コーディネーター）、8 月 4 日実施の MAFS アチャヨ氏（E. M. Achayo：セクター予算・計画担当官）、8 月 5 日実施の MAFS ビテゲコ氏（Janet Bitegeko：政策計画局長）とのインタビューに基づく。

² Savings and Credit Cooperative Societies

³ 「今年度の DADPs におけるクイック・ウインズの実施を基に、翌年度の DADPs の効率的かつ効果的な実施を目指す。」（MAFS ビテゲコ政策計画局長）

善や修復を行うことに注力することになる。

また、「(2) コーヒー豆の皮剥き機の購入」および「(5) SACCOs の強化」の2分野は「既存施設のリハビリ」ではないが、これらが「クイック・ウインズ」に含まれた目的は以下のとおりである。

- 「(2) コーヒー豆の皮剥き機の購入」:

高品質コーヒー豆に対する世界的なニーズに対応し、そうしたコーヒー豆をタンザニアで生産するための機材を購入することが緊要である⁴。

- 「(5) SACCOs の強化」:

他の3つの重要分野を補完することを目的に設定されたものである。つまり、DADPsの資金投入を通じてリハビリが施される既存施設を管理する農民らの組織をターゲットとし、それらの農民組織の強化を行う。なお、これらの活動の監督は、県組合担当官(District Cooperative Officer: DCO)が実施する。また、「農民組織の強化」の具体的な項目は次の3点である。

- (1) グループ・マネジメント: グループ管理能力の強化
- (2) レコーディング: 初歩的な簿記の習得
- (3) レポーティング: 定期報告の慣例化

⁴ しかしながら、コーヒー豆は国際価格に左右されることも十分考えられ、高品質なコーヒー豆を多く生産したからといって、必ずしもコーヒー農家の収益性の向上に貢献するとは言えない。また、「コーヒー豆の皮剥き機の購入」が重要分野となった経緯および理由について不明瞭な部分があるため、今後引き続きその確認作業を行う必要がある。

2. DADPs における案件の承認結果

前述した「ASLMs が決定した重点分野に準ずる案件を挙げてきているどうか」および「その案件の対象となる村を県が特定できているかどうか」という二つの条件をクリアし、DADPs 資金を得ることができることになった県は、タンザニア本土全 114 県中 88 県 (77%) となり、全ての県が資金を得られない結果となった。

なお、「ASLMs が決定した重点分野」毎の案件件数 (金額⁵) は表 1 のとおりである。

表 1 : ASLMs が決定した重点分野毎の案件件数および金額

重点分野	件数	金額 (単位:百万シリング)
(1) 灌漑農業のための小規模灌漑施設の設置/リハビリ	67	1,378
(2) コーヒー豆の皮剥き機の購入	34	704
(3) 小規模ダムの設置/リハビリ	35	395
(4) 家畜につく害虫予防のための消毒液槽のリハビリ	196	1,025
(5) SACCOsの強化	126	298
合計	458	3,800

出所: 「THE DADPS FUND ALLOCATION MEETING HELD ON 18 JULY 2003 IN THE MINISTRY OF COOPER AND MARKETING」

全承認件数および総金額における各重点分野が占める割合は図 1 および 2 のとおり。

⁵ 重点分野の合計金額 (38 億シリング) に ASLMs/州政府/県政府の DADPs 監督管理費用 (1.6 億シリング) を加算しても DADPs 資金合計金額である 40 億シリングとはならないため、出所文書上の重要分野の各案件金額における計算ミスもしくは記載ミスの可能性が高い。

図1：全承認件数における各重点分野が占める割合（n=458）

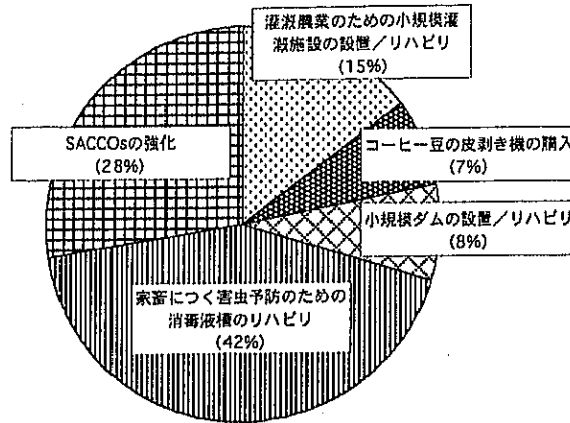
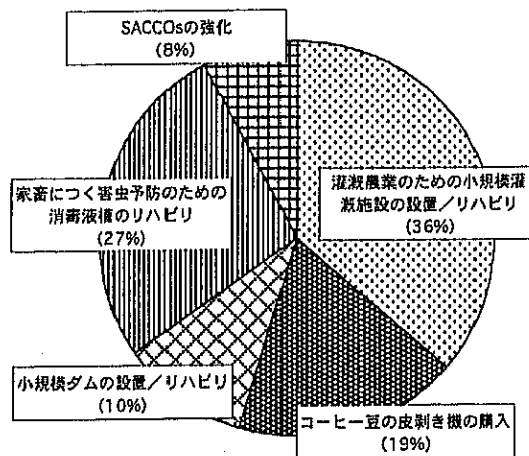
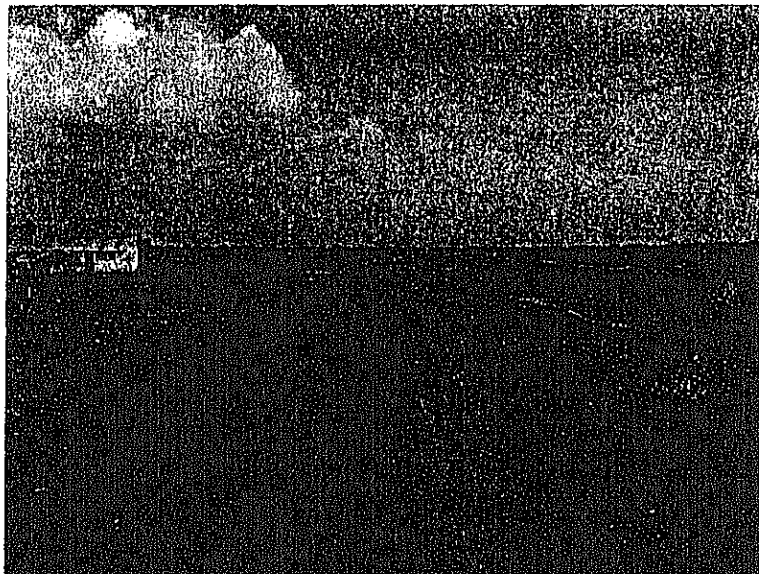


図2：総金額における各重点分野が占める割合（n=3,800,000,000）



Japan International Cooperation Agency (JICA)
Rural and Agricultural Development Advisory Group (RADAG)

**Interim Report
for
The Study of Institutional Strengthening
for
District/Feeder Road Maintenance and Rehabilitation**



(DRAFT)

August 2003

**Interim Report for
The Study of Institutional Strengthening for
District/Feeder Road Maintenance and Rehabilitation¹**

August 2003

Fuminori Arai, Ph.D

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¹ The opinions and interpretations in this report are those of the authors and do not necessarily represent those of JICA nor JICA-RADAG.

² The picture on the cover page shows one of the rural roads in Mwanza region rehabilitated by the LBT method in the UNDP/UNCDF Programme.

1. Background and Necessity of the Study

In Tanzania, road is a dominant mode of transportation, handling about 70% of the freight and 90% of passengers. Given the vital role that roads play in realizing an integrated and self-sustaining economy, the importance of road improvement is unmistakable. While the establishment of a reliable and fully integrated transport network is urgently required, district and feeder roads¹ are of particular importance, because they have a direct impact on the agricultural activities and well being of the poor which are two of the major concerns of the country's development policy.

Despite this fundamental importance, however, the maintenance and rehabilitation of rural roads² have long been given insufficient attention compared to the sizable development activities for trunk and regional roads. At present, there is no comprehensive national policy for rural road network improvement. Besides the lack of national policy, and partly because of that, rural road programmes and projects in the past have been carried out in a highly fragmented manner. In addition to the ordinary maintenance projects of the district governments, there have been a number of programmes and projects, either of maintenance or development, undertaken with donors' support. These programmes/projects have been carried out rather independently, and consideration is seldom given to the coordination among programmes/projects. A study would thus be necessary to obtain a general picture of the current rural road sector activities, and to give an impetus to bring relevant parties' attention together.

Apart from the lack of coordination and integrated plan for the rural road sector, the recent rapid change in Tanzania's institutional set-up has produced some institutional drawbacks in the sector. In the last several years, the government has been carrying out major reform programmes such as the Local Government Reform Programme, the Road Sector Reform Programme, the Agriculture Sector Development Programme, etc. In the on-going institutional set-up, the central ministries such as PORALG and MOW will be responsible for general planning and policy setting of the relevant sectors, while local authorities such as district councils will take responsibilities of implementation and project management. Because of the new rules, however, the demarcation of functions and responsibilities between PORALG and MOW has turned ambiguous with respect to rural road policy. Moreover, this reform requires the local government, specifically the district engineer's office with respect to rural road works, to take more responsibilities and be more accountable for their resource use. For this state to be materialized, the institutional capability of the district government needs to be strengthened. Consequently, it is an urgent need for the government to prepare strategies to strengthen the central as well as district institutional arrangement so as to assure the reform to bear full outcome in the sector of rural road improvement.

Besides these necessities, there is a more direct reason for the study. The Poverty Reduction Strategy that the government adopted in 2000 is accompanied by a system of performance assessment. This system, the Performance Assessment Framework for PRBS/PRSC, requires the government to prepare proposals for the institutional strengthening of district road maintenance and rehabilitation by November of this year. In response to this requirement as well as those necessities, it is timely and appropriate to

¹ In this report, the words 'district and feeder roads' imply all roads classified or unclassified other than the trunk and regional roads. The latter belong to TANROADS for their maintenance, rehabilitation, and development, while the former are taken care of by local governments.

² In this report, the term 'rural road' is equivalent to 'district and feeder road'. It is noted that in the Poverty Reduction Strategy Paper, the term 'rural roads' include regional roads as well as the district and feeder roads.

conduct the study for strengthening institutional arrangements for rural road improvement.

2. Objectives of the Study

The immediate objective of the study is to examine current state and identify any shortcomings of rural road sector, and to prepare proposals regarding institutional strengthening for rural road improvement so as to facilitate the effective and efficient transport services and thereby to promote economic activities and reduce poverty in rural areas.

In order to attain the objective, the study should look into actual practices of the district government in carrying out rural road works, while examining also the effect of the currently on-going reform policies so as to assure the consistency of the proposals with the overall institutional change. The study should also investigate various rural-road-related projects and programs conducted in the country so as to extract valuable information from their experiences.

3. Scope of the Study

As the objective of the study is to prepare proposals for the strengthening institutional arrangement for the rural road improvement, the study should focus on institutional rather than technical aspects, which may include administrative process, financial arrangement, human resource issues, etc.

Also the study is limited to the issues of district and feeder roads rather than trunk and regional roads. Another focus of the study is maintenance and rehabilitation activities rather than development (i.e. the construction of new roads). This is because these activities are most urgent and feasible given the limited amount of resources available for the district governments.

4. Itinerary and Major Activities of the Study

Study of this interim stage was conducted for the duration of 45 days, July 1st to August 14th. The itinerary of the study is attached in the appendix. The major activities of the study are classified into three categories: 1) to interview personnel of ministries and organizations relevant to district and feeder road improvement works, and collect pertinent information and documents, 2) to visit districts and project sites where the maintenance and rehabilitation work is actually carried out, and observe the work, collect relevant information and documents, 3) to assist the government to carry out preparatory activities for the study of institutional strengthening of the district road maintenance and rehabilitation work. The list of interviewed people and collected documents is included in the appendix.

5. Tentative Findings

5.1 A Big Picture: Institutional Set-up at the Central and Regional Levels

In the current institutional set-up at the central government level, following ministries are involved in the

preparation of road policies: Ministry of Works (MOW), Ministry of Communication and Transport (MOCT), President's Office Regional Administration and Local Government (PORALG), and Ministry of Finance (MOF).

General pattern of responsibility allocation is as follows: MOW is in charge of road in general³, but particularly of trunk and regional roads. While MOW is responsible for planning and policy formulation for the road sector, the implementation of road projects is vested in TANROADS.⁴ The ministry is also responsible for technical standard and regulation of road works. As against MOW being responsible for roads as infrastructure, MOTC is responsible for transport, the means and systems that people use for moving around. MOTC's responsibility encompasses road as well as railway, water, and air. PORALG is responsible for district and feeder roads to the extent that the maintenance and development activities of these roads belong to the local government authority. MOF is related to the road policy in the manner that the road user charges are collected and transferred to the roadwork implementation organizations, TANROADS and district governments, through the Road Fund.

In terms of demarcation between planning and implementation, there is clear separation that all central ministries are responsible only for planning and policy setting, while implementation is carried out by TANROADS and district governments. However, within the tasks of planning and policy setting, there is some uncertainty among ministries. Particularly for rural road policies, it is not clear how MOW and PORALG cooperate and distribute their authorities between themselves.

The relationship between district governments and PORALG with respect to rural road improvement is also unclear. It is yet to be established that what sort of functions and responsibilities PORALG should take on in the policy of rural road improvement.

Between the central government and district governments, there exists another player, the regional administration secretariat (RAS). In the process of decentralization, the scale and range of functions of RAS have been contracted. But it still constitutes an important link between the district and central organizations. Again, however, the functions and authorities of the regional administration have not been well defined yet.

Also important at the national level is the central institution of private contractors and engineers. The national organization of construction industry is the National Construction Council, NCC. This organization has been conducting numerous initiatives to improve the business environment of construction industry. Some of the initiatives include a nation-wide training programme and effort to establish a credit scheme accessible by small contractors. The Contractor and Engineer Registration Boards, CRB and ERB respectively, are working for maintaining and raising the quality of profession.

The flow of funds: The funds for rural road maintenance and rehabilitation have three sources, a) the Road Fund, b) the budget of district government, c) development partners (donors and international aid agencies). The most stable flow of funds is the one from the Road Fund. The Road Fund is established

³ General mandate of Ministry of Works is to look after the construction and maintenance of government-owned physical facilities such as roads, buildings, equipment, etc.

⁴ TANROADS is an autonomous organization established in 1997 as a part of the Road Sector Reform Program. It is responsible for maintenance and development works for trunk and regional roads.

in 1999 as a part of the Road Sector Reform Program. As of 2000/2001 budget year, the Road Fund supplied about TS 40 billion to TANROADS, the local authorities, and line ministries. The local authorities as a whole received approximately TS 10 billion. While the actual amount of disbursement varies among districts, each district received on average TS 50 to 150 million. Regarding the funds from development partners, it is hard to estimate the total amount because some donors implement projects without reporting the budget to the central government. Therefore even the central government has no accurate of the funds flowing into rural road projects from donors.

5.2 Past and Present Projects Implemented to Improve District and Feeder Roads

5.2.1 VTTP⁵: The Village Travel and Transport Program (VTTP) was first conceived during the seminar of rural travel and transport (RTT) in Tanzania in 1992. The recommendations of RTT study in Tanzania were reviewed and concluded to carry out pilot projects in 1993. Included in the 2nd Integrated Road Project (IRP II), 5 districts began the pilot projects during 1998 and 1999, although 10 districts were envisaged in the beginning. Currently 2 more districts are joining.

VTTP is characterized by its strong emphasis on the promotion of the empowerment of local communities. Given the limited amount of resources available for development activities and relatively inefficient functions of upper level government organizations, VTTP believes that communities self-help spirit is the key to bring about concrete and lasting changes to their living conditions. Therefore, in the program, a lot of attention was paid to awareness promotion for villagers and establishing community committees and their active workings on project implementation. In order to promote villagers involvement, the participatory rural appraisal (PRA) was actively introduced.

Implemented projects are summarized below.

Masasi District (Mtwara Region): Begin in Sept. 1998, supported by FINNIDA (support ended in June 2001). The project was planned as a component of the Road Rehabilitation and Maintenance Project (RRMP) in Lindi and Mtwara Regions (which was coordinated by MOW).

Mbozi District (Mbeya Region): Begin in 1999 and now in the 2nd phase, supported by NORAD.

Morogoro Rural District (Morogoro Region): Begin in June 1998 till Aug. 1999 (an experiment stage), supported by SDC. This first stage was intended to provide SDC with the choice of appropriate institutional arrangements for actual implementation. Then in July 2000, (and expected to end in June 2003), the actual pilot phase of VTTP began.

Muheza District (Tanga Region): Begin in 1998 and now in the 2nd phase, supported by NORAD (to end by 2003)

Rufiji District (Coast Region): Begin in 1998 and now in the 2nd phase (July ?? —June 2005), supported by DANIDA. The project was carried out as a component of District Roads Development Program (DRDP).

Iringa District (Iringa Region): Now the project is starting with the support of DANIDA.

Iramba District (Singida Region): Now starting with the support of WB.

Achievements and Issues: Since much effort was given to the awareness of village people about their

⁵ This part of description is mostly based on the report *The National Pilot Village Travel and Transport Programme, Final Review Report* (November 2002) by Economic Research Bureau, University of Dar es Salaam.

ability and responsibility, some villages have realized their ability and began initiating their own activities. However, there were others who were still unsure about the basic concept and objectives of the VTTP. For example, VTTP committees and self-help groups of some villages did not know their functions and responsibilities so that they ended up at variance with the village authorities.

There were also confusion and negative effects on the spirit of the programme. The effect was caused by the TASAF (Tanzania Social Action Fund) programme which is often implemented nearby villages. While having similar goals and features, the TASAF programme has a fundamental difference from the VTTP, which is the remuneration to the communities for their works. Community people who knew that they would be paid in one programme, while not in the other saw some unfairness between the two. Because of this effect, there were some villages which withdrew from the program.

Another issue is the sustainability of the program. In all of the five projects began during 1998 to 1999, the majority of the funds were provided from the respective donors. It was donors intention that they would support the project in the initial stage and relevant district governments would gradually take over the responsibilities not only of management but also of fund supply. Although some districts are attempting to meet the expectation by, for example, providing training courses to villagers or introducing additional local levies for fund raising, many of the districts are in difficulties to meet the goal.

At present, a technical advisor from DANIDA is stationed at PORALG to promote VTTP. It is expected that the experiences accumulated in the five pilot projects will be collected and discussed among relevant parties, and new guidelines for expanding VTTP will be prepared by spring next year.

5.2.2 TASAF⁶: The Tanzania Social Action Fund (TASAF) is a Tanzanian version of the social action fund program that the World Bank has recently been implementing over a number of countries. The primary goal of the program is to provide a safety-net for the poorest of the poor during the institutional changes of a country. In Tanzania, the program was introduced as a part of the government's poverty reduction strategy.

The program was commenced in December 2000, and has worked over 40 districts in the country. The major objectives of the program are 1) to increase and enhance the capacity of communities and stakeholders to prioritize, implement, and manage sustainable development initiatives and, in the process, improve socio-economic services and opportunities, and 2) to reduce poverty by a) providing extra resources for the creation of community assets, b) targeting incomes to very poor households working on public assets, c) addressing institutional development issues at the community level, district, and central government for sustainable poverty reduction interventions. For the program, IDA contributed US\$ 23,830,978.95 which represents 96.95% of the total funds paid to TASAF. On the other hand, the government contributed US\$ 750,000.

The programme underwent a mid-term review in this spring, and was concluded as a success. The current program will last until June 2005. However, it was agreed between the government and the World Bank that TASAF will extend to the second phase (TASAF II) that will last for ten years or longer. In TASAF II, it is expected that the support will be extended to every district of the country, as against

⁶ This part is based on the report *Second Year Progress Report (December 2001 –November 2002)*, by TASAF Management Unit

Box. 1 The TASAF Project in Muheza District

The author had an opportunity to visit one of the TASAF Projects in Muheza District; the Mikwamba-Mangoroto Road Project. The road connects the Mikwamba-Mangoroto village just north of Muheza town to the hill-top village of Mwenbeni-Morongoto. Besides the two villages, there are two more villages along the road. The total length of the road is 13.3 km. The area is very mountineous and the road keeps climbing up to the very end of the road. Before this rehabilitation, the road was very narrow. Due to the steep slope and deteriorated conditions, access by cars were almost impossible (The left-side picture below shows some of the similar condition of the original road). Villagers used to leave their village 2:00 in the morning and walk for about four hours to bring their produce down to the Muheza for Sunday market. Now the road is open and villagers are expecting that an arrangement with traders in town makes it possible to carry their goods out to the market by cars.

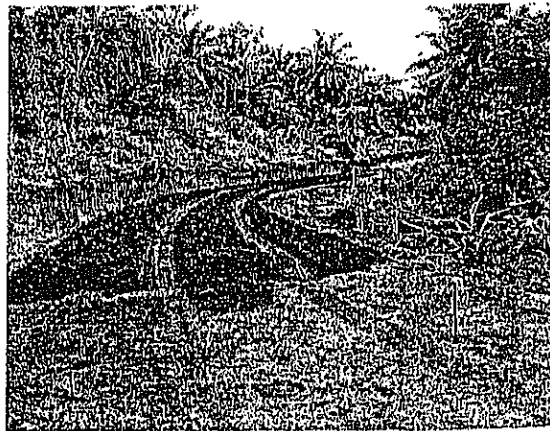
Although the project was expected to complete in five months, it took almost 13 months. The reasons for delay were, according to the district engineers; (1) unexpected rainfalls, (2) local people's lower-than-expected work efficiency, (3) difficulty to remove large rocks encountered along the route, (4) insufficient supply of equipment such as boring machines and explosives. The rehabilitation works were carried out by the labor-based technology. Apart from the delay and some huge rocks still left along the road, the works are almost completed (The right-side picture demonstrate the road where top soil is about to be spread). The single most significant issue would be the maintenance work of the road. Since the road will be transferred to the district after its completion, the TASAF local office considers no obligation for maintenance. However, given the present capacity of the district office for maintenance, the proper after-care of the road would not come by easily. In addition, as the soil along the road is mostly ratelite, without proper maintenace the road will rapidly deteriorate in a coming rainy season or two.

In the beginning of this project, a limited number of village people were selected as beneficiaries who are the poorest people of the villages and recognized by the fellow villagers to be previllaged to participate in the project and earn cash income from their work. While the payments were task rates varying across types of work, the average wage was TS 800 a day. In the case of Mwenbeni-Mgoroto village, a total of 199 out of 2300 villagers were selected as beneficiaries. Approximately 40 % of them were women. Types of work they engaged with were bush clearing, excavation, soil hauling, ditch clearing, etc. There was almost no differentiation in work between male and female. When asked the way of spending of the cash income, the beneficiaries answered that they spent on children's cloths, household necessities such as kitchen utensiles, or some sort of health expenses. But because of the limited total amount, no one could afford to purchase durable goods such as bicycles or elctrical goods.

Regarding maintenance work, when villagers were asked how much they are willing to contribute to the work, many responded with positive attitude. At the same time, however, they expressed some hesitancy to contribute without returns.



Picture 1. A rural road without being rehabilitated.
(Muheza District in Tanga Region)



Picture 2. A rural road in the process of rehabilitation by TASAF Programme.
(Muheza District in Tanga Region)

only 40 districts in the current programme. It is expected that the government will prepare detailed plan for this second phase by the end of 2004.

Achievements and Issues: According to the progress report, significant improvements were recorded by almost all districts in the last two-year period. This improvements are recognized by an increased amount of funds absorbed by communities. For many districts, the first year was rather a learning period, and as they gained their experiences and confidence, greater volume of funds were requested by the communities. The program was also facilitated by the provision of equipment such as vehicles. At the beginning the delay in equipment procurement hindered the progress of the program, but as the procurement process improved, the program picked up its pace.

By November 2002, the total number of sub projects under implementation has reached 965. Regarding the public work program, out of the planned 172 sub-projects, 159 were implemented. The cumulative absorption of funds for districts against the annual plan ranges from 5.8% by Muleba to 93.9% by Kyela. Also the total number of beneficiaries so far is 63,360 out of a total population of 196,808 persons in those communities where implementation is taking place.

Against these successful achievements, the program suffered some of problems. The most serious problem is the quality of the work. In principle, the village project team is supposed to obtain support from technical staff sent by the project management unit. However, because of the limited budget, the technical staff was often district personnel and their skill was not sufficient as expected. Skills of workers who were encouraged to participate in projects with wage payment were also insufficient. These skill limitations result in low quality of the work, and sometimes ended up with redoing the same with additional funds. This problem was actually noticed in a few districts where the author had opportunities to visit.

The other problem is the maintenance of the completed projects. According to the interviews that the author had in several districts, it was revealed that TASAF is basically not concerned with the maintenance at all. The reason is that the project is transferred to the district government once it is completed. Thus TASAF officials simply assume that the maintenance works are responsibility of the district government. Since the district engineer office has difficulties even in their normal tasks, the investment made to the project would soon diminish unless appropriate measures are taken.

During the implementation period of the last two years, it was noticed that exchange visits have positive impact for improving management, procedure, and outcomes. It was more effective for community people to improve their way of implementation by visiting their fellow villages than learning in a training course. It was also noted that the impact of the project is more vivid in the districts where employment was exclusively restricted to the beneficiaries selected at initial stage of beneficiary s identification. In other wards, if a project expands the range of beneficiaries along the progress of the project, the impact of the income supply will taper off.

5.2.3 LBT¹: The Labor Based Technology (LBT) is defined as technology aiming at applying a labor/equipment mix that gives priority to labor, but supplements it with light equipment where necessary

¹ *Taking the Use of Labor Based Technology to Scale, The Programme Document* (March 2003), by the Task Force for the Programme, Ministry of Works

for reasons of quality or cost. Unlike the currently prevailing construction methods which are inclined to use equipment rather than labor, this approach puts an intentional focus on the use of labor. While this approach has been known and been occasionally employed in past projects, there was no systematic effort to bring this into the major stream of construction activities. A team of engineers, administrative officials from the Ministry of Works and several donors have been working on to establish a program in which this labor based technology will be recognized and become a norm of construction projects in Tanzania. Recently the team has completed a program document that outlines the concept, steps and sequences of the LBT promotional program. This document is now presented to the higher level of the government and the review is underway. It is expected the approval will be made soon.

The direct aim of the document is to set out a program to establish a National Framework for Labor Based Technology which is expected to provide a solid basis sufficient to support the wide spread adoption of LBT in the country. The principal elements of the Framework are,

- # Preparation and adoption of a national policy on the use of labor-based methods.
- # Increase of knowledge and capacity in the public and private sectors for planning and implementation of LBT.
- # Creation of an enabling environment for the private sector implementation of works using LBT.
- # Creation of linkages, relations, partnerships and information sharing among stakeholders and implementing agencies in a coordinated manner.

The program is expected to last for 4 (four) years and estimated costs are US\$ 6.3 million.

The effectiveness and advantages of LBT are already recognized in some of the leading projects. As it has been argued advantageous particularly for rural road projects, not only the UNDP/UNCDF programme in Mwanza, but also TASAF as well as VTTP all utilized the labor oriented construction methods. The UNDP/UNCDF Programme included the LBT in construction projects as a key component of the programme.

While the materialization of the national programme for LBT promotion is yet to be seen, the importance of this approach with respect to the acceleration effort for district/feeder road improvement are rather obvious. As described in the next section, if properly managed and carried out by well-trained engineers, contractors, and workers, the LBT construction can secure high quality of output while providing the village workers with valuable income opportunities. This income opportunity aspect of the approach has been taken up by TASAF programme. In TASAF programme, since its primary goal is to alleviate the hardship of the poorest in rural areas, the LBT approach has been employed by most of the public work projects. Unfortunately, however, the lack of sufficient training and skill enhancement made the TASAF LBT projects end up with works short of the expected quality and standard. On the other hand, in the ordinary district projects for road maintenance, the LBT approach is rarely employed. The district engineers and technicians are aware of the approach, but the risk of low quality, prolongation of construction period, and uncertainty resulting from the lack of powerful equipment prevent them to employ the method.

5.2.4 UNDP/UNCDF Programme in Mwanza: This programme was commenced with a goal of supporting the government's overall decentralization reform by providing local governments and communities with opportunities to experience projects of their own initiative and to acquire necessary skills both technical and administrative. The programme consists of two components, the Local Development fund (LDF) and the District and Feeder Road Projects (DFRP). The programme started in

1997 and to be completed by the end of this year. The total programme budget is US\$ 12,897,163 in which UNCDF supported approximately 75 %.

LDF is a programme in which a district government prepares a plan for projects like school construction, dental facility installation or improvement of health facilities. The preparation was conducted through a participatory evaluation among local communities. After the plan is prepared and consideration is given to the sufficiency of the plan as well as to such factors of the district as the current level of social services, technical and administrative ability of the government, and the level of poverty and entire population, etc., the funds are allocated according to the relative ranks of each district among the targeted districts. Through this programme communities as well as district governments acquired capacity to initiate their plan and projects. The total budget for this programme is US\$ 7,327,700.

On the other hand, the DFRP exclusively focuses on the rehabilitation of rural roads. The unique feature of the programme is its comprehensive approach to promote the use of LBT. In the programme, not only the district engineers but also local contractors and government councilors as well as village people were educated and made aware the advantage and importance of LBT. Beyond training, the programme went further to establish the basic data for the application of LBT. In the trial project in which candidate contractors were given opportunities to get themselves familiarized with the LBT work, data were collected to establish an optimum combination of labor and equipment. Based on the obtained data, such basic information as unit costs of work items and formulation of standard tender documents have been established.

Because of the extended training of LBT, there are now several contractors who are willing to carry out the road works by the LBT method. The district governments are also ready to apply the LBT for their ordinary maintenance works. There are a number of groups of village people who are familiar with and willing to take part in LBT projects.

The quality of the LBT projects is satisfactory. One of the roads that the author visited during the field trip to Mwanza is a year old, and has gone under a rainy season once. But the surface of the road is quite smooth and stable, and seems well-lasting for several years. Another road which is already 6 year old has some minor dents and thick grass and bush on the side. This present state implies lack of proper maintenance, but still the overall shape and surface showed durable nature of the work.

While the continuation of this programme is now uncertain because UNCDF support will end this year, the experience of this programme should be utilized to a full extent. This programme produced a number of valuable information not only for LBT but also for the plan and policy for rural road improvement. It was observed during the site visit that the communities along the project road received a remarkable positive impact from the project. Because of the rehabilitated road, now a number of trucks and cars come into the area, and more products such as fish, local crops and fruits are transported out to the Mwanza market. The project has also given a strong positive impact on the community by the wage payment for workers. Responding to author's question, they said they are willing to take part in maintenance works as well.

5.2.4 DROMAS: The District Road Management System (DROMAS) is a computer software which is specifically designed to assist the rural road management. The development of this software is another important component of the UNDP/UNCDF Programme. The software is developed on the basis of the

existing Ugandan software, Rehabilitation and Maintenance Planning System (RAMPS) .

At present, the DROMAS for a district level is almost 80 % completed and test runs are being carried out in twelve districts. DROMAS for PORALG s headquarter will be prepared and installed by the end of this year. Other remaining works include preparation of GIS/Mapping function, preparation of manuals and technical reference books, and training for full version of the system. It is expected that the entire system will be ready by the end of January or February next year, and evaluation of the system will be carried out in spring next year. Then it is planned that the system will be rolled out to the entire nation after next year.

The basic functions of DROMAS are data compilation and planning support (by computing the ranks of roads according to the weight put on various features of a road and by carrying out logical screening according to predetermined selection criteria). Data included in the system are a) physical features such as length, width, surface conditions of roads, b) technical information such as cost and duration of necessary works, c) socio-economical data such as population, economic activities, location of schools, etc. While the set of data is quite comprehensive, the mechanism that produces conclusions, i.e. the logic of screening and weight put on features, are yet to be known.

While it is expected that the introduction of DROMAS will spare district engineers and technicians a lot of administrative works, it may not be a complete solution to the management problem that the rural road maintenance is currently confronted. The fundamental issues are the ability of local government staff to keep up the data required for the software, and to understand and make full use of the system. According to the author s observation, the present ability of the staff to collect, compile and arrange data is still insufficient. Without strengthening this ability, introduction of a system would not simply attain the improvement of road management. The most critical is the ability to understand the mechanism of the software which produces anyway a result for whatever the data put into the system. Without proper understanding of the mechanism of the system, the use of software is nothing but a practice without substance.

5.3 A Small Picture: Institutional Set-up at the District Level²

5.3.1 Planning aspect: In general, planning of road maintenance works is carried out in the following sequence: a) inspect the current state of roads in the territory (inventory survey), b) annual budget from the road fund is informed, c) the ceiling of budget is informed, d) given the ceiling of the budget, and taking into account the local economic activities, traffic volume, etc., a project plan is prepared, e) the plan is submitted to the district management team (DMT), f) after DMT s review, the plan is submitted to the district council committee, and reviewed, g) the plan is presented to the district full council for approval, h) after approval by the council, the plan is sent to PORALG.

According to the interview, political interventions to the planning process are minimal. In some district, however, the selection of projects is dominated by equity consideration³ rather than cost effectiveness or

² Findings described in this section are mostly based on the author s observations and interviews made during the field trips. Therefore the descriptions may not universally be applicable to all districts of the country.

³ Equity consideration is a type of political intervention, because if projects concentrate on a limited area, councilors of other areas

economical impact. This practice of project selection often results in waste of resources, because the limitation of budget enables only a part of entire length of a road to be taken care of in a given year. If maintenance work does not continue over the following section of the same road in the next year, and shifts to roads of other areas, the effect of the previous year maintenance is restricted considerably because the value of a road is recovered only if the entire length is improved.

Another issue of planning is insufficient coordination between a road sector department, i.e. the district engineer's office and other departments, e.g. agriculture or health departments. Interviewees responded to the issue by saying that such coordination is made because due consideration is given in the selection process, or in the DMT discussion. However, it is not clear how strongly district officials perceive the direct linkage between road improvement and economical vitalization. Given the limited amount of resources available to the district government, it is more important than otherwise to allocate the resources in a strategic way. Spread over many roads without clear focus, the resources are unable to attain their full extent.

On the other hand, there is an issue in planning process that road projects would be overlooked in the trend of the so-called participatory planning. For example, in a typical PRA (Participatory Rural Appraisal) process, individual communities are asked about their urgent needs to be addressed. The set of requests are brought to a ward level and then to a district level at each of which the requests are compared and screened. In the process of project identification, villagers are more likely to think about problems of their direct concerns such as health or water. Roads are, on the other hand, a link among villages and do not belong to a single community. Therefore unless someone facilitates villagers to recognize the importance of such common goods, requests for direct benefit would dominate in the district development plan.

In some districts, particularly in Magu district where district engineers and technicians have already trained and familiar with the system, the introduction of DROMAS is being looked forward to. The system which conducts prioritization based on an embedded logical structure will improve the planning because it enables the engineers to present a plan with a sort of objective reasoning. This would make political interventions less likely and give chances for engineers to focus on technical and economical consideration to select projects.

5.3.2 Administrative aspect: The major issue of administrative aspect is the lack of system and will of officials for data collection, compilation and arrangement for future use. When requested by the author to show the budget and expenditure of last year's projects, many districts had difficulty to present them right away. Some districts could not show them at all. Every district is required by the Road Fund Board to submit quarter and annual reports of project activities including their expenditure. Therefore all districts have such summary of data. But the problem is that the engineer office does not rearrange such data into other formats so that the data can be readily used for other purposes. While the offices are often short of office supplies, the more fundamental problem is their seeming lack of will and intention for such action. The reason for this insufficiency would be the lack of environment that reminds the officials that better use of data makes their plan better and their effort meaningful. The improvement of this aspect is very basic and potentially quite effective to further institutional development.

would complain and urge to change the plan.

5.3.3 Financial aspect: It should be noted first that funds that a district can expect for rural road works are primarily those from the Road Fund only. In most of districts, the district budget either from the one transferred from the central government or from the local revenue does not support rural road project at all. And because of the statutory requirement of the funds from the Road Fund, many district governments carry out only maintenance projects. Rehabilitation and/or development works are possible only if a district government is lucky enough to receive support from donors.

Although the fund supply has been eased since the establishment of the Road Fund, financial constraints of the district government for rural road sector are still fundamental. Though there is some variation among districts, the funds supplied from the Road Fund are around TS 50 to 150 million per district. Depending upon the available budget, each district carries out routine, spot, and periodic maintenance⁴ as well as several structural works. Roughly speaking, 30 to 100 km of routine maintenance and 10 to 20 km of spot and periodic maintenance are carried out every year. Since many districts has road network of more than 500 km, the level of maintenance work is far less than the satisfactory.

Other sources of funds are district budget (transfer from the central government and of local tax revenue) and donor funds. Because the road funds are also a transfer from the central government, the district budget of central transfer can not be used for road projects. The budget from district own revenue is small in amount and no room for parting itself to roads. Therefore practically there is no resource for road projects from district budget. Donors' supports are unpredictable, determined by conditions external to the district. Therefore if one considers the expansion of resources for rural roads, the directions to forward are 1) to increase the entire amount of the Road Fund revenue, 2) to change the ratio of allocation of the funds between trunk/regional and district/feeder roads, 3) to seek for more efficient use of the funds given the current allocation of funds, 4) to establish a coordinating forum among donors so that the flow of donor support funds are smoothed and made predictable. At present the first direction is pursued by the Road Fund Board which has proposed a new revenue base for road users charge. Other directions are not yet considered, and to be examined in the present study.

Another issue in the financial aspect in the rural road projects is the uncertainty of payment made to contractors by the district government. Probably due to the disbursement pattern of the Road Fund, the district government is sometimes put in a liquidity constraint which results in delay of payment to contractors. Since many of local contractors have limited capital balance, the delay of payment causes serious difficulty to them. It is one of the common complaints from local contractors when they are asked about issues of rural road projects.

5.3.4 Human resource aspect: Except for the Dar es Salaam area, district engineer office has on average one engineer and a few technicians. According to a study conducted by the Engineer Registration Board last year, some districts have filled the engineer position by unqualified engineers. The report urged to secure qualified engineers in every district and to expand the opportunities of graduate engineers to experience practical work so that they can be qualified as a registered (or professional) engineer. It is true that there is a great demand for engineering personnel in the field. Therefore it is necessary to increase the number of competent engineers and technical staff. But urging only the expansion of

⁴ Routine maintenance includes reshaping of road surface, gravelling etc. Spot maintenance includes gravelling and reforming of damaged road section, etc. Periodic maintenance includes ditch clearing, grass cutting, dent filling, etc. Structures are such as box culverts, bridges, and drainage channels.

technical personnel may prevent us from seeing another subtler but important issue.

While the total number of technical staff is limited, there is a problem of inefficient use of personnel. It is important to realize that at district level day-to-day operations are mostly done by technicians. Technicians are responsible for not only project monitoring but also data recording, bookkeeping, tender documents preparation, and many other jobs. While technicians carry out many practical jobs and are exposed to many experiences, the incentives given for them are limited. Despite their jobs, their promotion is restricted because they would never be qualified as an engineer. The law; the Engineer Registration Act, prohibits technicians to be qualified as an engineer unless they obtain a necessary degree from designated colleges. In other words, in the qualification of an engineer, no consideration is given to individual's experiences in real job fields. This seems at variance with practices conducted in other countries where the qualification of engineers is open to anyone who passes an examination which can be taken by an individual who spent some years in the relevant field. Also currently the technician class of engineers has no trade organization through which the entire class technicians could represent their opinions and propose their request to the society. The amendment of the law would be beneficial because it will provide good incentives for technical staff and thereby contribute to increase the overall number of technical staff in the country.

Another issue is the absence of engineers and technicians. As a result of wide spread promotion of capacity building, there are in fact many seminars and training activities opened for technical staff of district governments. It is often the case that one engineer could attend several seminars of slightly different but almost the same contents in a year. Besides training activities, engineers are busy in attending meetings of regional, national and other institutional sponsorship. The situation is made worse by the honorarium system in which seminar or meeting attendees are paid for their attendance on top of their regular salary and travel expenses. This system provides strong incentive for government officials to attend many meetings and training courses instead of working in their office. While it is definitely important to raise technical know-how and skills by attending training courses, it is harmful if only such learning is promoted. The skills, at least of the technical and engineering sort, can also be acquired in the field and through the actual practice of works. However, this honorarium system can not be blamed by itself. The issue is fundamentally related to the low level of government officials' salary. This low level of salary deters engineers of good quality from joining and remaining in government institutions.

5.3.5 Physical resource aspect: The most urgently needed physical resource is transport equipment. Currently most of district governments are short of transport means. The limited number of vehicles or motorcycles are shared by departments, and each department needs to forward a request to a coordination section of the government and wait for their turn or ask others to give them a ride if the direction of their trip is similar.

This shortage of transport severely constrains the ability of the engineers and technicians to update the road conditions and to monitor contractors' field work. Therefore it is an urgent requirement for the central government to consider some measures to deploy minimum ability of the engineers to move around freely in the district.

Regarding office supplies, because of TASAFA and other donor supported programmes, most of districts are equipped with a computer or two. But photocopy machines are not fully deployed. Stationary is available but few offices seem to have good data storage system, including well-arranged document

shelves, categorized paper holders, map holders, etc. While it may be a small issue, the author noticed that no district engineer office had clear and geographically accurate maps of the area. Since maps are one of the fundamental materials for civil engineering projects, it is highly recommended to provide appropriate maps for every district office.

5.3.6 Contract aspects: Present contract procedure and standard documents are primarily based on the highway projects. The prevailing contract documents are basically of the form of FIDIC, an international standard, thus appropriate as a basic form. However, if LBT should be introduced to wide use, the tender documents and other basic information should be altered accordingly.

At present most of districts carry out open tendering and use private contractors. This is a favorable practice, but problem is the selection process and monitoring of their conducts. It was heard during the author's site visits that there are occasionally political interference in the selection of contractors. However, there seems a political action at the central level to prevent such occasions in government purchases. With such measures in effect, it is expected that the problems would be dealt with properly in the future.

An urgent issue is that because of the contract documents are of highway standard, LBT projects are not readily employed in district contracts even though training are being offered to many engineers and technicians. The new tender format needs to be acknowledged by the central government if it is widely used for district governments. Therefore in order for the LBT approach to prevail in rural road sector, it is a vital importance to recognize and formally adopt the LBT contract formats by the central government.

5.3.7 Skill [engineering and administrative] aspect: It is author's view that current technical knowledge and skills of district engineers and technicians are satisfactory. If any further improvement is considered, the clear understanding and way of conduct of the LBT methods should be promoted. While a number of engineers at district level are already familiar with the concept of LBT, they are not ready for actual practice of the technology. Therefore, it will be necessary to provide hands-on training of LBT for engineers and technicians. There is also demand for computer aided project management. If computer software for road management such as DROMAS would be introduced, it is urgently needed for the local authority to acquire the basic skills of computer processing such as data management and system maintenance. Until now, training for civil engineering has focused on construction techniques. But it would be appropriate to include some basic training for computer based management in the future training curriculum.

Regarding administrative works too, the present skills of district government officials seem sufficient for competent work. However, the insufficiency of the works seems to stem from the lack of intension to apply their skills to the actual work. This deficiency of intension is probably the result of insufficient incentives given to the officials. If they are shown that their effort and ideas are well paid off, they should be willing to contrive better way to deal with problems. On the other hand, it would also be effective as an initial impetus that some suggested format and procedure of documentation are instructed and regular reporting according to that format is enforced by the higher authority. However as in the case of the Road Fund reporting, the format suggested by the center is rather tedious. Therefore, it would be necessary to conduct a study to invent simple but effective format for reporting.

As mentioned in the section of human resource aspect, it is desirable to open the opportunities for

technical staff to seek for further qualification. The existence of motivated personnel is essential for improving engineering skills and know-how particularly in local fields.

5.3.8 Community aspect: Except for several districts where community empowerment has been promoted, communities requests for rural road improvement is only indirectly considered. Consideration is made by the district engineers who prepare road maintenance plan based on economic and social conditions of the district. The situation would change when DROMAS is introduced, because the system includes communities ranking evaluation of roads as a basic data for prioritizing road works.

Communities have interaction with rural road projects at another aspect. Since rural road projects are carried out by local contractors, villagers participate in projects as workers. From their viewpoint, the projects are opportunities of cash income. However, the current general perception and practice that maintenance and rehabilitation works are done by equipment based approach restrict the opportunities for local people. If it is recognized that rural road projects have elements of job creation for local people, the importance of rural road improvement will be further noted and different approach, i.e. the LBT approach, would be taken.

It is also important to consider opportunities for villagers to advance further after working in LBT projects. As seen in the project sites, villagers who participated in a LBT project feel they acquired some skills. Moreover, in maintenance work, the LBT approach encourages the district government to hire an individual contractor for their regular maintenance work. If there were a sort of certificate issued by authority for their qualification and if these certificates were given recognition in employment, such measures could further stimulate job market in the local economy.

5.4 Current State of the Private Sector with respect to District and Feeder Road Works

In Tanzania, private construction companies (contractors) are classified into seven categories, Class 1 to Class 7 with smaller number indicating larger scale of business. Contractors working for rural road projects are mostly the ones classified in Class 5 and under. Typically they are headed by an engineer or two who are also the owner of the company. Since they rarely possess their own equipment, they hire them according to job prospect and as a work requires. While they keep several key technicians as foremen, workers are usually collected from adjacent areas. Some technical staff like surveyors or masonry are brought in from outside such as Dar es Salaam.

There seem a number of issues hindering particularly small-scale local contractors to carry out quality work for the rural road projects. The issues are 1) very limited access to credits, 2) poor financial management capacity, 3) limited access to equipment, 4) poor capability of equipment maintenance, 5) poor ability of quality control.

The national body of the industry is aware of these issues and, according to the interview, the industry has been working hard to improve the situation, i.e. to secure the quality of work, to enhance their business environment, and to facilitate the development of small contractors. In particular, the National Construction Council, NCC which is the central body of the industry, has been carrying out a number of measures for the purposes, e.g. the nation-wide training programme, the effort to establish special fund for small contractors, etc.

However, some of the issues that local small contractor encounters are intertwined with the poor conduct of client as well. The most serious problems are the irregular payment and job security. The issue of irregular payment from clients is particularly problematic since local contractors are mostly deficit-stricken organizations. The issue should be addressed in the framework of the Road Fund disbursement procedure.

Job security of local contractors needs different measures. While an oligopolistic state of market where only a few contractors participate should be avoided, consideration should be given to realize a market where contractors of good quality could expect next job with fairly high probability. Such market would be realized by establishing effective evaluation technique on the side of clients. Clients should be able to distinguish quality work from the deficient, and also keep good record of the work for the future evaluation. If such market is established, contractors would be willing to pay effort for their improvement and clients too can be assured good work from the contractors.

6. Issues and Challenges

The issues and challenges of rural road improvement extend to a number of directions. As this study is still halfway, those presented here are only of temporary nature and short of sufficient elaboration. Moreover, while the issues identified in the study are interrelated each other, they are outlined only piecemeal below due to the limited depth of the study at this stage.

The first and most basic issues are those of perceptions of people, especially politicians and high-ranking government officials.

Hampering mindset (1): Currently the problem of rural road improvement is more likely considered as only a road issue. Namely, against the insufficient level of rural roads in terms of quality and extension, measures should be taken, and measures are in general sought for in technical and/or financial areas. However, the issue of rural roads should be considered in much broader perspective including such aspects as income opportunities, skill enhancement, community empowerment, industry fostering, and after all activation of local economy.

The former perception seems a direct extension of the conventional road development policy, in which major road network of the nation has long relied upon. However, for rural road improvement, mindset has to be changed. Especially people of influence in the rural road sector should be made aware that the rural road issue has multiple facets and thus the solution should accordingly be assessed by many elements affecting the living of local communities.

Hampering mindset (2): Another hampering perception exists with respect to road construction methods. A prevailing idea of road construction methods seems to be of so-called equipment-based methods. This view may also be called a conventional view. As one of the interviewees presented, this view supposes a road work with heavy equipment is more efficient and cost saving, and after all modern. With this view, the labor-based method is seen as inefficient, risky and primitive. While the author was unable to collect objective data for this perception, utterances on this matter by interviewees were more than one time. If this statement were true, such view would surely prevent LBT from being employed widely in the country. Because the LBT method seems to be an effective approach to improve rural road situation,

action should be taken to alter people's view regarding construction methods.

Unclear demarcation: Demarcation is not clear between PORALG and MOW with respect to authorities and responsibilities for rural road policies. This issue was raised by a few of the district government officials. This should be addressed in the process of preparing proposals for institutional strengthening.

Lack of coordination: Currently no coordination of programmes/projects exists among parties concerned with rural road improvement. Therefore no sharing of experiences and plans are materialized. For example, VTTP and TASAF have similar features in the implementation except for wage payment to local participants. Because of the contradictory policy between them, the local population was confused, and negative effect was caused on the VTTP projects. If coordination were made between the two programmes, not only the negative effect could have been avoided but also positive synergy effect might have been expected.

Also, the fact that some of the TASAF LBT projects were finished with insufficient level of quality could have been addressed to the parties of LBT-promoting group. If that kind of consultation was made in the early stage of the programme, the issue could have been avoided from the beginning.

Given the limited amount of resources, the strategic use of resources is of the greatest importance. In this context, coordination among parties not only provides a platform for strategy preparation but also allows them to evade unnecessary duplication and waste. Coordination is also effective to share past experiences of similar projects and exploit valuable information thereof.

Issues at a district level: At a district government level, a variety of issues have been identified in the study. Namely,

- # Inefficient allocation of resources due to the equity consideration in the planning stage.
- # Insufficient coordination between the engineer office and other departments of the government during the planning stage.
- # Necessity of facilitation for road projects during the community appraisal stage.
- # Lack of incentives for data processing and arrangement in the engineer office.
- # Lack of stable and predictable payments to contractors.
- # Restricted qualification system of the engineer.
- # Excessive participation in meetings and seminars.
- # Lack of transport means.
- # Lack of data processing and record keeping facilities.
- # Lack of maps
- # Lack of LBT contract documents.
- # Lack of training for computer-aided management.
- # Insufficient involvement of communities in the evaluation of road project priorities.
- # Lack of intension to expand rural employment through road projects.
- # Lack of bridging measures for local people from LBT experience to further employment.
- # Lack of effective evaluation system of contractor's work.

Issues of private contractors: Private contractors also have a number of problems some of which are,

- # Lack of training for LBT.
- # Limited access to credits.

- # Limited access to construction equipment.
- # Insufficient ability of financial management.
- # Insufficient ability of equipment management.

7. Tentative Conclusions

Similar to the presentation of the issues and challenges above, the conclusions here are only tentative. Further examination on individual issues as well as their mutual interactions will be conducted in the next stage of the study. Comprehensive conclusions will be presented in the final report.

- * To carry out a campaign in which alternative views of rural road issues and road work methods will be promoted.
- * To clarify the responsibilities, functions and authorities between PORALG and MOW.
- * To set up a forum in which parties relevant to rural road sector can exchange their experiences and views.
- * To promote the use of LBT with particular emphasis on its effectiveness in terms of not only resource efficiency but also employment creation and community empowerment.
- * To strengthen the ability of district government officials for data processing.
- * To amend the qualification requirements and procedure for technicians to be qualified as an engineer.
- * To examine the fund disbursement procedure so that a district government can secure regular payment to contractors.
- * To support the activities for strengthening financial and technical competence of small contractors.

8. Towards the Final Report

The final stage of the study will begin in October and conclude by the end of November. The study will carry out in-depth examination of individual issues as well as interaction among them.

In addition, the study should further include such areas as 1) On-going reform policies and their effect on the activities of rural road improvement, 2) Prospect of fund flow from the Road Fund, 3) Cost structure of rural road projects carried out by districts and the possibility of cost-saving by any institutional changes, 4) Details of initiatives planned and/or conducted by the construction industry, 5) Donors activities for the rural road sector.

In the preparation of the final proposals, the guiding principles would be *incentives, efficiency and sustainability*. Incentives are fundamental elements of an institutional arrangement. If incentives are properly embedded in an arrangement, the policy or institution would generate positive and lasting effects because of players induced actions. The second principle, efficiency, is considered here because the goal of the study is to find better institutional arrangements, given the limited amount of resources. While it is obviously favorable if we could increase available resources some way, as it is no easy task, we should be diligent to make the best use of present resources. An effective way to enhance efficiency is to focus investment on a limited but potentially influential areas. It will be in general less effective to spread resources over a broad range of activities. The third principle is sustainability. Sustainability is primarily related to incentive structure. But it also depends upon speed and appropriate sequence of

activities. Therefore the final conclusion of the study should include an action plan properly elaborated in terms of the sequence and timing of individual proposals.

It will be intended to prepare the draft final report as early as the beginning of November so that the study can avail to the study activities of the central government for the similar issue.

Appendix 1.

Study Itinerary

Study for Institutional Strengthening for District/Feeder Road Maintenance and Rehabilitation

No.D.	Date	D.o.W.	Study Activities	Stay
1	7/1	Tue.	Dept. Narita	Amstrdm
2	7/2	Wed.	Arrv. DSM	DSM
3	7/3	Thu.	Meeting with Mr. Hanatani (JICA)	DSM
4	7/4	Fri.	Work plan preparation	DSM
5	7/5	Sat.	Meeting with Mr. Musingi (PORALG) (with Mr. Hanatani [JICA] and Mr. Townsend [WB])	DSM
6	7/6	Sun.	Work plan preparation	DSM
7	7/7	Mon.	Work plan preparation and Data analysis	DSM
8	7/8	Tue.	Work plan preparation and Data analysis	DSM
9	7/9	Wed.	Meeting with Ms. Mwankusye (TANROADS), Meeting with Mr. Ladislaus Salema (TASAF)	DSM
10	7/10	Thu.	FASWOG TF Meeting. Meeting with Mr. Musingi (PORALG) (with Mr. Hanatani [JICA] and Mr. Townsend [WB])	DSM
11	7/11	Fri.	Meeting with Ms. Mwankusye (TANROADS)	DSM
12	7/12	Sat.	Data analysis	DSM
13	7/13	Sun.	Data analysis	DSM
14	7/14	Mon.	Meeting with Dr. Mshana (Konoike-Tanzania), Meeting with Mr. Magesa C. Bairi (CRB)	DSM
15	7/15	Tue.	Field Trip (Muheza District; VTTP & TASAF sites)	Tanga
16	7/16	Wed.	Field Trip (Muheza District; VTTP & TASAF sites)	DSM
17	7/17	Thu.	Meeting with Mr. Kyombo (MOW), Meeting with Mr. Shemangale (A technician working for a contractor)	DSM
18	7/18	Fri.	Meeting with Mr. Hanatani and Ms. Matsushita (JICA)	DSM
19	7/19	Sat.	Data analysis	DSM
20	7/20	Sun.	Trip to Dodoma	Dodoma
21	7/21	Mon.	TOR Preparation with PORALG Engineers	Dodoma
22	7/22	Tue.	TOR Preparation with PORALG Engineers. Meeting with Mr. Myaing (DANIDA Expert to PORALG)	Dodoma
23	7/23	Wed.	TOR Preparation with PORALG Engineers	Dodoma
24	7/24	Thu.	TOR Preparation with PORALG Engineers	Dodoma
25	7/25	Fri.	Field Trip (Manyoni District)	Dodoma
26	7/26	Sat.	Trip to DSM	DSM
27	7/27	Sun.	Data analysis	DSM
28	7/28	Mon.	Data analysis	DSM
29	7/29	Tue.	Field Trip (Mwanza UNDP Project Site)	Mwanza
30	7/30	Wed.	Field Trip (Mwanza UNDP Project Site. visit to Magu District)	DSM
31	7/31	Thu.	Meeting with Mr. Musingi (PORALG)	DSM
32	8/1	Fri.	Meeting with Mr. Msita (NCC), Visit to ERB to collect report	DSM
33	8/2	Sat.	Data analysis	DSM
34	8/3	Sun.	Data analysis	DSM
35	8/4	Mon.	Data analysis	DSM
36	8/5	Tue.	Report Preparation	DSM
37	8/6	Wed.	Report Preparation	DSM
38	8/7	Thu.	Report Preparation	DSM
39	8/8	Fri.	Report Preparation	DSM
40	8/9	Sat.	Report Preparation	DSM
41	8/10	Sun.	Report Preparation	DSM
42	8/11	Mon.	Report Preparation	DSM
43	8/12	Tue.	Report to JICA, Dept. DSM	in the air
44	8/13	Wed.	Arr. AMSTDM, Dept. AMSTDM	in the air
45	8/14	Thu.	Arr. Narita	Tokyo

Appendix 2.

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Appendix 3.

Interviewed Persons and Organizations :

Mr. Richard Musingi, Director of Regional Coordination, PORALG
Mr. Hilary S. Lyimo, Civil Engineer, PORALG
Mr. Sosthenes Rugaigamisa, Civil Engineer, PORALG
Mr. Shemangali, Civil Engineer, PORALG
Mr. Kyaw Htwe Myaing, Technical Advisor, PORALG
Mr. Laurent M. Kyombo, Senior Engineer, MOW
Ms. Ukende L. Msengesi, Project Engineer, MOW
Mr. Ladislaus M. Salema, Director of Public Works Program, TASAF
Ms. Josephine A. Mwankusye, Sociologist, TANROADS
Mr. Christopher Luhanyula, RAS Engineer, Mwanza Region
Dr. Naftali S. Mshana, Chief Engineer, Konoike Tanzania
Mr. Magesa C. Bairi, Assistant Registrar, Contractor Registration Board
Mr. Joe K. Malongo, Assistant Registrar, Contractor Registration Board
Mr. Kesogukewele Msita, Executive Secretary, National Construction Council
Mr. Ibrahim Shemangale, Technician Engineer, A contractor
Mr. Enock Masele, Managing Director, Kissesa Building Contractor
Mr. Cyril Joseph, Managing Director, Cyril Investment Co. Ltd.
Mr. Ibrahim Yegela, Director, New Centurm Construction
Mr. Slim Moshi, Managing Director, A Contractor

Visited Districts and Programmes :

Muheza District (Tanga Region), TASAF Projects, VTTP Projects, and District Activities

Mr. Juma Jonathan, TASAF Coordinator
Mr. Charles Mongi, VTTP Local Project Manager
Mr. K. Mboya, District Engineer

Manyoni District (Singida Region), TASAF Projects and District Activities

Ms. Jane M. Senga, District Executive Director
Dr. Nazari J. Lyimo, TASAF Coordinator
Mr. Andrew Martin Kibona, TASAF Accounting Officer
Mr. Godwin S. Mpinzile, Executive Engineer

UNDP/UNCDF Mwanza Program Office

Ms. Noor Mbakile, National Program Coordinator
Mr. Geert Muijsers, UNDP/UNCDF Program Support Unit Manager
Mr. Halifa R.S. Msangi, National Road Advisor

Magu District (Mwanza Region), UNDP/UNCDF Projects, TASAF Projects, and District Activities

Mr. S. N. Kamoto, Acting District Executive Director
Mr. Julius Samwel, District Administration Secretary
Mr. Mursalli F. M. , Acting District Engineer
Mr. Charles Lyeln, Civil Engineer Technician
Mr. Linti A.M. Iseme, Civil Engineer Technician
Mr. Paschal K. Mosali, Civil Engineer Technician

**Terms of Reference
for the Study of Institutional Capacity Strengthening
of the District Council Level
for the District and Feeder Road Maintenance and Rehabilitation
(Draft)**

1. Introduction

The rural (district and feeder) roads¹ in Tanzania are one of the fundamental infrastructure facilities of the country. While the development of entire road network is vital for economic progress, the rural road improvement is particularly important, because it has direct effect on the agricultural activities and well-being of the poor which are the major concern of the national development policy.

In relation to the poverty reduction strategy (PRS), the performance assessment framework for PRBS/PRSC², which guides the progress of the PRS of the country, requires the government to prepare proposals for the institutional strengthening of district government for rural road maintenance and rehabilitation by November of this year (2003).

In response to the requirement as well as the urgency of appropriate policies for the rural road improvement, the study will be undertaken to prepare a set of proposals for the institutional strengthening of the district government for maintenance and rehabilitation of rural roads.

2. Background of the study

Since road is a dominant mode of transportation in Tanzania, handling about 70 % of the freight and 90% of passengers, there is need to develop safe, reliable, efficient and fully integrated transport infrastructure so as to best meet economic and social needs of population. Given the mission, the importance of road improvement for the development of this country is unmistakable. The importance is further recognized if we consider the current effort of the government for poverty reduction and economic growth. Among the classified roads, the district and feeder roads are of particularly importance in this regard, because they have a direct impact on agricultural development and well-being of the rural poor. Together with the nation-wide network roads, trunk and regional

¹ In this document, these district and feeder roads are equally called rural roads for convenience. Also the rural roads as well as the district and feeder roads are meant to include urban and municipal roads.

² PRBS and PRSC respectively stand for Poverty Reduction Budget Support and Poverty Reduction Support Credit.

roads, the rural roads play a critical role in the development of an integrated and self sustaining economy of the country.

Despite this fundamental importance, however, no systematic approach has ever been taken to improve the state of rural roads. It has been observed that a number of rural road projects, either of maintenance or development (i.e. rehabilitation), have been implemented without proper coordination in this country. The central government or district governments with the support of respective organizations or donors have carried out various projects or programs with some or full component of rural road improvement. But these were often planned, implemented in a rather independent manner, and consideration was seldom given to the coordination among projects.

On the other hand, the government is currently undergoing institutional reforms over many issues, e.g. the local government reform program, the road sector reform program, the agricultural development program, etc. The underlying concept of these reforms is to improve and gain efficiency in the public service delivery through decentralization. In the on-going institutional set-up, the central government ministries such as PORALG and MOW will be responsible for general planning and regulation of the relevant sectors, while local authorities such as district councils³ will take responsibilities of implementation and project management. In terms of rural roads, this reform implies that the local government, specifically the district engineer's office of the district government, needs to take more responsibility and be more accountable for their use of resources⁴. For this state to be materialized, the institutional capability of the district government needs to be further strengthened by the collaborated effort among relevant parties.

Against these backdrops, it is quite timely and necessary to look into the present state of the ability and workings of the district governments in the field of rural road project implementation. Since the local authorities are supposed to play a key role in implementing rural road maintenance and rehabilitation, it is indispensable to examine the present state of the district governments conducts and identify any shortcomings, and to come up with practical and sustainable proposals for improvement.

³ The local councils here include (i) City council, (ii) Municipal council, (iii) Town council, and (iv) District council.

⁴ A typical public work office of a council is responsible for the implementation and management of the following activities.

- Roads,
- Local government buildings, schools, hospitals, etc.
- Plant and vehicles for the council,
- Electrical devices and network of government house,
- Staff development within the sector,
- Environment and its side effects.

At the same time, the study for the issue is also required under the poverty reduction strategy that the government adopted in 2000 as one of the major policies for the development of the country. The implementation of the strategy is accompanied by a system of performance assessment in which the government is required to develop proposals to strengthening institutional arrangement for district road maintenance and rehabilitation.

3. Objectives of the Study

The objective of the study is to prepare proposals for strengthening the institutional arrangement of district governments for rural road improvement so as to facilitate the effective and efficient services of transport and thereby to promote economic activities and reduce poverty in rural area.

In order to attain the objective, the study should look into actual practices of the district government in carrying out rural road works, while it should also examine the effect of the currently on-going reform policies so as to assure the consistency of the proposals with the overall institutional change. The study should also pursue an integrated approach for the future rural road improvement activities by investigating various rural-road-related projects and programs conducted in the country so as to extract valuable information from past experiences.

4. Scope of the Study

As the objective of the study is to bring about proposals for the strengthening institutional arrangement of district government for the rural road improvement, the study should seek for recommendations on institutional change of the district engineer's office, which may include administrative process, financial arrangement, human resource issues, etc.

Also the study should focus on the district and feeder roads rather than trunk and regional roads as the latter are out of the district government's responsibility. The study should also focus on maintenance and rehabilitation activities of rural roads because these activities are the most urgent and feasible given the limited amount of resources available for the district governments.

5. Areas to be addressed

The study should examine at least the following areas and aspects.

- The impact of currently on-going national reform policies such as LGRP⁵, RDS⁶, RSRP⁷, ASDP⁸ on the role and responsibilities of district governments.
- Institutional relationship of district governments with PORALG as well as sectoral ministries.
- Collaboration between PORALG and MOW to assure rural road improvement be in place.
- Impact of the regional administration secretariat (RAS) office with respect to the rural road improvement.
- The flow of fund for the rural roads maintenance and rehabilitation. Its restrictions and shortcomings, if any.
- The performance of projects/programs, present or (recent) past, carried out with the support of various donors. The study should cover not only the projects/ programs with the direct goal of rural road improvement but also the ones that contains that component in the scheme. Aspects to be looked into in such projects/programs are,
 - Methodology and/or approach
 - Achievements and shortfalls
 - Obstacles, problems, hardships
 - Effective and useful tactics
- Current state and/or way of conduct of district governments for the rural road works. Aspects to be examined are,
 - Planning aspect (the way of prioritization, decision-making, etc.)
 - Administrative aspect (data collection, compiling, quality control of work and reporting, etc.)
 - Financial aspect (amount, availability, continuity, range of sources, etc.)
 - Human resource aspect (the number of staff in office and field, employment, promotion, etc.)
 - Physical resource aspect (the level of equipment for inspection and administration, tools for quality control, etc.)
 - Contract aspects (the way of contracting, forms and procedure, cost estimates, supervision, payment schedule, evaluation and award of contract, local contractors etc.)
 - Skill <engineering and administrative> aspect (the level of qualification, training opportunity, etc.)
 - Community aspect (villagers participation and incentive, experiences on VTTP and LBT activities, responsibility sharing, income and economical opportunities, etc.)

⁵ Local Government Reform Program

⁶ Rural Development Strategy

⁷ Road Sector Reform Program

⁸ Agriculture Sector Development Program

- Use of private sector
 - Gender and social issues such as HIV/AIDS
 - Environmental consideration
- Current state and/or way of conduct of contractors particularly in the field of local small road maintenance and rehabilitation work.
 - Based on the findings of the investigation over the aspects and areas above, the study will present the direction and steps (proposals) to be taken to strengthen the ability and institutional arrangement of the district government for the rural road improvement.
 - The proposals should be practical and sustainable.
 - The study should also include an action plan which demonstrates the timing and sequence of the implementation of the proposals.

6. Implementation Procedure

- The study will be carried out by the task force composed of government officials from PORALG, RFB and MOW.
- The task force will be headed by the member of PORALG and composed of 7 members, including the team leader.
- The tentative composition of the task force.

No.	Institution	Name	Function
1	PORALG		Team Leader
2	RFB	Eng. R. Lwakatare	Team Secretary
3	MOW	Eng. W.A. Lyatuu	Team Member
4	LGSC		Team Member
5	PORALG (RFMU)		Team Member
6	PORALG (VTTP-CU)		Team Member
7	TA-PORALG (Adviser)		Team Member

LGSC (Local Government Service Commission)

- The works to be carried out by the task force are,
 - To collect and review relevant documents,
 - To collect information and views from relevant persons and organization, including donors, by interviewing and questionnaires,
 - To examine and analyze the collected information and documents,
 - To prepare recommendations and proposals for the strengthening of institutional arrangement of the district government for the work of rural road maintenance and rehabilitation,
 - To prepare an action plan for the implementation of the proposals,
 - To circulate the draft report among relevant parties for their comments.

- Zonal Workshop

The workshop will be held at three local centers and at least one representative of the district engineer's office will attend the workshop. Also

in each workshop, 2 or 3 district executive directors will be invited to join the workshop.

The location of the workshop and attending regions are as follows.

Location	Participants from the Regions	No. of Region
Mbeya	Mbeya, Iringa, Rukwa, Ruvuma	4
Morogoro	Morogoro, Dodoma, Tanga, Kilimanjaro, Arusha, DSM, Coast, Manyara, Mtwara, Lindi	10
Mwanza	Mwanza, Kagera, Mara, Kigoma, Tabora, Singida, Shinyanga	7

7. Implementation schedule

Time Table for the Study for Institutional Strengthening of District Government for the Maintenance and Rehabilitation of Rural Roads				
Month (2003)	Week / (Week No. of 2003)		Activities	*Days
August	1 st	32	Submitting the draft TOR for comments	ToR
	2 nd	33	Review comments (by MOW and RFB)	
	3 rd	34	TOR put in place	
	4 th	35	TF (the 1st meeting), Begin collecting documents and interviewing donors	5
September	1 st	36	Collecting documents and interviewing donors	22
	2 nd	37	ditto	
	3 rd	38	Review and analysis of documents and interviews, Preparation for the workshop(WS)**	
	4 th	39,40	ditto	
October	1 st	41	WS to be held at three local centers	22
	2 nd	42	WS reporting (separate reports for each WS)	
	3 rd	43	Preparation of the first draft of the report	
	4 th	44	ditto	
November	1 st	45	Send the draft for comments (by PORALG, MOW, RFB, and selected donors)	11
	2 nd	46	Preparation of the final draft of the report	
	3 rd	47	Expected final draft report	
	4 th	48		
Total working days (for Implementation)				60

*Note.1: *Days mean working days for implementation (excluding Saturdays, Sundays & National Holidays).*

*Note.2: **Task Force members will be divided into three parties and each party will be in-charge of one workshop. Each party organizes, attends and reports about their responsible workshop.*

8. Expected output

- To prepare a report with contents of, but not limited to, the following.
 - Purpose of the study,

- Background of the study,
- Approach and scope,
- Current state of the issue,
- Achievements and challenges,
- Proposals for improvement,
- An action plan for proposal implementation.

9. Budget

Source of fund will be organized by PORALG.

The budget estimate for the study for Institutional Strengthening of District Government for the Maintenance and Rehabilitation of rural roads is enclosed overleaf.

Total working days excluding Saturdays, Sundays and National holidays = 60 days
(August = 5; September = 22; October = 22 and November = 11)

Budget Estimate

[Unit in US\$]

a. Honoraria						
	Description	No.	Unit cost	Days	Total	Remarks
a.1	Team member	7	30	60	12,600.00	
a.2	Secretary	1	20	60	1,200.00	
a.3	Driver	2	5	60	600.00	
	Subtotal (1)				14,400.00	
b. Per Diem Allowance						
	Description	No.	Unit cost	Days	Total	Remarks
b.1	Team member	5	40	25	5,000.00	Dodoma - DSM
b.2	Team member	2	40	10	800.00	DSM - Dodoma
b.3	Secretary (for typing ,etc.)	1	30	10	300.00	DSM - Dodoma
b.4	Driver	1	20	10	200.00	DSM - Dodoma
b.5	Driver	2	20	25	1,000.00	Dodoma - DSM
	Subtotal (2)				7,300.00	
c. Zonal Workshop						
	Description	No.	Unit cost	Days	Total	Remarks
c.1	Team member	7	40	3	840.00	
c.2	Driver	3	20	3	180.00	
c.3	DED	6	40	2	480.00	
c.4	Bites (10am & 4pm)	130	2	2	520.00	
c.5	Lunch and Dinner	130	5	2	1,300.00	
c.6	Conference hall	3	120	2	720.00	
	Subtotal (3)				4,040.00	
d. Stationary						
	Description	No.	Unit cost	Days	Total	Remarks
d.1	Paper	20 ream	6	-	120.00	
d.2	Pen	10	1	-	10.00	
d.3	Pencil	10	1	-	10.00	
d.4	Photocopier Ink / cartridge	2	270	-	540.00	
	Subtotal (4)				680.00	
e. Transport						
	Description	No.	Unit cost	Days	Total	Remarks
e.1	Dodoma-DSM-Tanga	814/8	0.7	2	142.45	
e.2	DSM - Mbeya	851/8	0.7	2	148.93	
e.3	DSM - Mwz - DSM	3	130		390.00	
e.4	Engine oil & Brake fluid		l.s.		40.00	
	Subtotal (5)				721.38	
f. Contingency						
	5% Contingency	5% of 27,141.38			1,357.07	5% on Sub Total (1+2+3+4+5)
Grand Total: (a + b + c + d + e + f)					28,498.44	(Approx.) US\$ 28,500.00

2003年9月の活動結果

- バスケットファンドのガイドラインの修正作業に関する議論を開始した。
- DADPの1年目の計画と実施状況に関する全国的な調査を開始した。

1. 現地調査業務の概要

1-1. 9月の活動概要

1-2-1. バスケットファンドについて

バスケットファンドのガイドラインに関する修正作業を早急に実施するとともに、バスケットに関して以下の項目を議論せねばならない。

(1) 近々のイシューは「バスケットを何のために使うか」ということ。キャパシティビルディングだけなのか、インベストメントもするのか。

- ・ EU は Stabex のお金をバスケットに投入して使いたいと考えているようだ (ニャキモリ氏との意見交換で得た感触)。
- ・ ニャキモリ氏は、キャパシティビルディングだけとすれば、インベストメントはどうするのかと言っていた。
- ・ ASDP 全体に対する補充的なファンディングではなく、broad areas of support by the basket fund は決めた方がよいと考えている。
- ・ アイルランド大使館担当者と話をしたときも同様の指摘をしていた。例えば、DADPs、研究、普及を支援するなど。
- ・ FASWOG 会合で Chengula が言っていたプロジェクトとバスケットをどう併存させるのか、併存させるためにどうするのかを明らかにする必要がある。それを Financial Working Group で話合っ素案を出すべきと皆思っている。
- ・ バスケットはフィリップ氏が担当しており、それをどのように運営するかは本来は政府が考えるものであるが、ASDP 事務局は、PWH(再委託調査受託先)と RADAG が考えてくれるものと思っている。
- ・ プロジェクトといっても多様。世銀の PADEP のように何でもありというもの、PIDP のように灌漑だけ、JICA 事業のようにキャパビルだけなど。バスケットを設けるにしても、一気にプロジェクト廃止ということにはならないだろう。
- ・ ASDP 予算の 75%が DADPs に割当てられることになっているのだから、ドナーの理屈としては、「地方に資金が行っている」と言わなくてはならない。しかし、その 75%が何に使われるかということが問題。OC でもよいが、いくつかの基準を設ける必要がある。

(2) バスケットでカバーする部分とプロジェクトでカバーする部分の基準を決めよう。以下が基準の候補。

- ・ Tracability / Accountability (=帳簿上の管理のしやすさ (領収書の集めやすさ))

x Justification (現場での実際のニーズ)

- ・ ASDP の基本思想 (市場メカニズムを利用 (Profitability & Productivity))
- ・ 中央対地方のバランス (かなりの部分が地方に割当てられなければならない)
- ・ Investment と OC のバランス (Investment なら DADP のプライオリティに従ってもらう必要がある)
- ・ 総資金需要 (ASDP フレームワーク文書で示された)
- ・ プロジェクト (ドナーがすでに実施を予定している) と、バスケット (それ以外をカバー) のバランス

(3) 上記に関して、以下の議論あり。

- ・ ドナーがバスケットに関して最も気にしているのは、では全体でいくら必要かということ (総資金需要)。しかし、DADPs の総需要額がすぐに算出できるかということと難しい。教育や保健では単価がある程度決っているが、農業の場合は活動・事業が多様なので、単価およびそれに基づいた総資金需要を出すのは容易ではない。例えば、普及員の足代や日当だけというのであれば単価は出しやすいが、普及については、世銀が出してくるプロジェクトで支援するのであれば、バスケットで出す必要はない。逆にこちらが、先取りできるかもしれない。普及だと、これまでの世銀プロジェクトに基づいて総額いくらで普及員何人という数字が出てくるかもしれない。
- ・ バスケットでカバーすべき部分は当面、DADP 1 年目のクイックウィンズで列挙されたり、1 年目の申請で各県があげてきたプロジェクトの典型的なものでよいのではないか。
- ・ それだと、従来型の事業ばかりで、ASDS が求めている新たな発想に基づいた事業が入ってこないだろう。
- ・ 現実には、各県は既存の発想に基づいて事業をあげてきており、実際に計画・実施できるのはそうした事業だろう。他方、ドナーを満足させるためには、ASDS に基づいた事業である必要がある。落とし所としては、内容が従来型事業によって構成されてはいても、新しい発想・手法 (民間の導入、収益性の追求など) をもって実施されるもの。

(4) 今後の作業予定

- ・ RADAG で、上記の基準を ASDP のサブプログラムリストに適用して、バスケットがカバーすべき部分とプロジェクトがカバーすべき部分を色分けした表の素案を作ってみる。

- ・同時に、プライスウォーターハウスへの再委託調査を進める。
- ・バスケットとプロジェクトの併存（可能性）については、近日中に、Chengula 氏を訪ねて質問・議論しよう。

1-2-1. タスクフォースの進捗状況

- (1) TF2（政策・制度）の会合が先週バガモヨで行われた（キックオフ会合に続いて2回目）。TF3（研究・研修）は、議論が進んでいる。3つ程度の Subject-wise Study をローカルコンサルタントを雇って始めたらしい。また、デンマーク人の Kart Gropher という専門家が全体の支援をしている。
- (2) TF1（県・フィールドレベルの投資）について：①ワーキンググループ1（DADP ガイドラインの見直し）は、デンマークが金銭的支援をすることが決まって、地方の現地調査に行く準備が進んでいる。②ワーキンググループ2（灌漑）は、River-Basin Management という事業をやっている（今後もやりたい）世銀が金銭的支援をすることが決まって、進んでいる。③DADP ガイドライン（2年目用）は、ニャキモリが先週、RADAG が作成した修正案についてムシングからコメントをもらったと行っていたが、一度ワーキンググループ1で話し合った方がいいと思うので、ムシングにニャキモリと話してみるように依頼している。場合によっては、1年目のガイドラインからどこを修正したかを RADAG から説明してもらっても知れない（これに対して、1年目の課題と修正方針を英語でまとめているのでそれを配って説明できると、調査団から応えた）。

1-2-3. 財政演説の件

- ・PER や ASDP に沿った予算演説になっていなかったことから、先週水曜日（9/10）に、DFID、世銀、IMF、JICA 他が、財務大臣と面談した。その後、当該ドナーだけで会合を開いて議事録をまとめた。そのフォローは多分、FASWOG でやることになると思うが、現在ピテゲゴさんがカンクンの WTO 会議に出席しているので、進んでいない。
- ・つまるところ、PER の作成に時間がかかり過ぎていて、財務省の概算要求までに重点項目が決まらないことが原因で、PER に沿わない財政演説にならざるを得ないという説明であった。したがって今年は、PER の案を早めに作る。DADPs は入っていたが、後の重点項目は不明。
- ・財務大臣は、財政演説は政治的なものなのだから、文句を言うなと言っていた。政府としては、国民をプリーズさせてなくてはならない。

1-2-4. その他

- (1) ASDP 事務局の新しいメンバーとなる M&E 専門家は、プライスウォーターハウスの人間に決まった。先方は\$1,600~2,000/MM ほしいと言っていたが、他ドナーの了解も得て\$1,600 で落ち着いた。
- (2) ASDP 事務局を支援する Long-term TA は、候補が4人まで絞られており、農業省で採点中である。

2. 今後の活動予定

本件調査最終年度の活動項目は以下のとおりと見込まれている。

- (1) ASDP 詳細設計の終了を支援する (3つのタスクフォースで議論終了)
- (2) DADP 策定ガイドラインで RADAG 作成の修正案が採用される
- (3) 1年目の ASDP/DADP の実施をレビューする (i.タンザニア各地方を訪問して現地調査、ii.日本の協力の方向性を検討する、iii.農業背景調査報告書の一部として取りまとめる。なお、合わせて土地法実施計画策定の進捗についてもレビューする)
- (4) 地方道路整備の実施計画の完成を支援する
- (5) バスケット・ファンドの立ち上げを支援する

添付資料

添付資料 1. 県農業開発計画 (DADPs) 1年目のとりまとめ

添付資料 2. Interim Report for the Study of Institutional Strengthening for District/Feeder Road Maintenance and Rehabilitation

添付資料 3. Terms of Reference for the Study of Institutional Capacity Strengthening of the District Council Level for the District and Feeder Road Maintenance and Rehabilitation (Draft)

フェーズ4（その2）の詳細報告

（2003年10月～2004年3月¹）

¹本詳細報告書には2004年1月の月報までが掲載されているが、2～3月の月報は別途、提出されている。

国際協力事業団

タンザニア国地方開発セクタープログラム策定支援調査

(第4年次)

月例報告書

—2003年10月—

今月のハイライト

- DADP の実施状況の調査予備結果を作成し、プレゼンテーションを行った。
- バスケット・ファンディング立ち上げのためのセミナー開催資金を支援した。
- 地方道路整備に関する調査を実施した。

2003年11月

財団法人国際開発センター

(Rural and Agricultural Development Advisory Group of JICA Tanzania Office)

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1. 現地調査業務の概要および結果

1-1 今月の活動概要

(1) バスケット・ファンディング立ち上げのためのセミナー開催支援

6月頃より調査団が支援していたバスケット・ファンディング立ち上げに向けたセミナーが、10月に入り、本格的に実施される段取りとなった。開催予定日は11月4日である。7月にASDP事務局よりバスケット・ファンディング立ち上げのためのスケジュール案が関係者に提示されたから、しばらく動きがなかったが、10月8日ようやくASDP事務局、JICAおよびJICA-RADAG（調査団）の協議により開催日が決定し、これを受けて、10月後半にはASDP事務局がセミナーの準備に取りかかり始めた。調査団は、セミナーの開催資金の供与（ASDP関係者向けにはJICAが負担することになっている）、セミナー会場の確保、証憑収集のためのフォーマット等の作成、昨年3月にASDP Financial Groupが作成した「Financial Mechanism Document」の参加者分写しの準備等を行い、ASDP事務局を側面支援した。

(2) DADPの実施状況の調査予備結果の作成およびプレゼンテーション

9月から10月にかけて、農業背景調査チームは、ムトワラ、キゴマ、タボラ、ムワンザ、キリマンジャロ州を訪問し、DADP策定プロセスおよび選定予定案件の現況を調査した。9月月報でも説明した通り、各県の農業畜産関係職員、農業組合員、地方灌漑事務所職員等との面談およびヒヤリングの他、DADPで選定予定される案件のサイトを訪問し関係者と面談をした。

フィールド調査実施後、調査の予備結果を取りまとめ、10月13日に農業食糧保障省にてプレゼンテーションを行った。参加者は、ASDP事務局、地方自治庁、およびJICAタンザニア事務所であった。当初、ドナーを含む関係者全体に向けて調査結果を共有する前提で、調査を開始した。しかし、調査結果を見たドナーが過剰に反応することを危惧して、まずはASDP事務局を中心にプレゼンテーションすることとした。ASDP事務局は、本調査の結果および提言を真摯に受け止め改善の必要性を見出したものの、ドナーに共有するのは時期尚早と判断したため、今回はドナーへ共有しないことになった。しかし、本調査の結果および提言を受けて、ASDP事務局は、10月末にドドマで行われる農業関係主要省庁（ASLMs）の局長レベル会合で、今年度および来年度に向けたDADPプロセスについて話し合うことになった。

(3) 地方・農村道路整備調査の実施

今月の地方・農村道路整備調査は、本年度第1次調査（7月初旬～8月中旬）に引き続き、関係者へのヒアリング、地方政府への訪問及び地方道路の現状視察を行い、必要なデータを収集した。関係者へのヒアリングでは、前回までの調査で十分カバーできなかった道路基金配付に関する昨年度の実態、中央政府レベルで進められている全国的改革プログラム（地方分権化改革プログラム、道路セクター改革プログラム）の状況などに焦点を当てた。一方、地方政府の道路維持作業の実態の調査では、Iringa Rural および Njombe の各県を訪問して、実情を調べた。

1-2 今月の活動の注力点

今月、調査団は以下の諸点に注力して活動した。

- (1) バスケット・ファンディング立ち上げための支援
- (2) DADP の実施状況の調査予備結果の作成およびプレゼンテーション
- (3) 地方道路整備調査の実施

図表 1 には 10 月中に調査団が関わった主要な出来事をまとめた。

図表 1 調査団が関わった主要な出来事の一覧

Date	Day	Activities				
		ASDP related meetings (FASWOG Taskforce, etc.)	Basket Fund Set-up	Background Study (DADP Process Review)	Road Consolidation Study	Meetings with JICA
1-October	Wed		Study on the ASDP Finance Framework	Field Study: Mwanza→Moshi		
2-October	Thu			Field Study: Moshi→Hai→Rombo		
3-October	Fri			Field Study: Mwanza→Moshi		Meeting at JICA office (w/Mr. Hanatani) Re: Road
4-October	Sat			Field Study: Moshi→Dar es Salaam		
5-October	Sun					
6-October	Mon			Back-to-Office Report Preparation	Document Completion	Meeting at JICA office (w/Mr. Hanatani and Ms. Matsushita) Re: DADP
7-October	Tue				Meeting with a DANIDA Expert at Dodoma: Dar es Salaam→Dodoma	Meeting at JICA office (w/Mr. Hanatani and Ms. Matsushita) Re: Basket Funding
8-October	Wed		Meeting at the ASDP Secretariat (w/ Mr. Nyakimorland Mr.		Dodoma→Dar es Salaam	
9-October	Thu					
10-October	Fri				Meeting at Road Fund Board	Meeting at JICA office (w/Mr. Hanatani) Re: DADP
11-October	Sat					
12-October	Sun					
13-October	Mon			Meeting at MAFS (Presentation of Findings and Recommendation identified from the field trip)		Meeting at JICA office (w/Mr. Aoki, Mr. Kinomoto, and Mr. Hanatani) Re: DADP
14-October	Tue					
15-October	Wed			Draft Final Report Preparation	Meetings at the Ministry of Works and the Local Government Reform Program office	
16-October	Thu				Meeting at PC-RALG (w/Mr. Sugimoto)	
17-October	Fri	FASWOG Taskforce Meeting at MAFS (Progress and Budget of ASDP and the DADP financing)				
18-October	Sat					
19-October	Sun		Booking of the venue for the seminar on Nov. 3			
20-October	Mon		Preparation of the financial forms to retire the cost incurred for the seminar on Nov. 3		Meeting at the Ministry of Communication and Transport	
21-October	Tue					
22-October	Wed		Meeting at the ASDP Secretariat (w/ Mr. Mhogera)		Field Study: Dar es Salaam→Tinga	
23-October	Thu				Field Study: Tinga→Njobe	
24-October	Fri				Field Study: Njobe	
25-October	Sat				Field Study: Njobe→Makere→Chimwa→Tingit	
26-October	Sun				Field Study: Tinga→Dar es Salaam	
27-October	Mon					
28-October	Tue					Meeting at JICA office (w/Mr. Hanatani) Re: Road
29-October	Wed	FASWOG Taskforce Meeting				
30-October	Thu				Meeting at Konoike	
31-October	Fri	Informal ASDP Donor Meeting				

： Saturdays, Sundays and public holidays

(出所：調査団作成)

2. 現地調査業務の詳細

2-1 ASDP の動き

(1) ASDP の進捗状況

10月17日、2ヶ月半ぶりに FASWOG タスクフォースが開催され、ASDP の進捗状況が明らかにされた。タスクフォースで配付された資料「Agricultural Sector Development Programme: Progress Report - July-September 2003」(添付資料1参照)によると、現在の進捗状況は次の通り。

■ASDP 事務局

Programme Coordinator: Cha Cha Nyakimori 氏 (2003年2月～)
 Finance and Administrative Officer: Philip Mbogela 氏 (2003年2月～)
 Monitoring and Evaluation Officer: 第1候補を特定済。交渉中。
 Back Stopping TA: FAO を通じて適任者を特定中。

■ASDP 実施にかかる委員会 (既に立ち上げられたもしくは機能している委員会)

ICC (Inter-ministerial Coordination Committee): 記述なし
 FASWOG: 既存委員会
 NSC (National Steering Committee): 9月25日に第一回会合を開催

■タスクフォース

タスクフォース (ワーキンググループ毎) の計画

タスクフォース	ワーキング・グループ	行動計画 3ヶ月	提案調査	期待される 成果	タンザニア政 府からドナー への働きかけ
Taskforce 1 Investment and Implementation at District and Field Level	Irrigation Development Working Group	作成済	灌漑農業による食糧 保障、農村収入、お よび貧困削減へのイ ンパクトにかかる調 査	県およびフ ィールドレ ベルでの灌 漑農業改善 のための提 言	タンザニア政 府の要請によ り投資プログ ラム特定のため のADB ミ ッションが来 タ済
	Improvemen t of LGAs Planning and Implementati on for Agricultural Investment Working Group	作成済	・州および県の DADP の実施にかか る体制、責任範囲、 およびキャパシテ ィーについての調査 ・県の資金メカニズ ムにかかる調査 ・県の M&E にかか る調査	県、郡、お よび村レベ ルにおける 農業事業の 計画・実施 の改善に資 する文書お よび提言	

Taskforce 2 Policy, Regulatory, and Institutional Framework	コンサルタント を備上するため WG は設けな い。	コンサルタ ントの TOR による	次を調査対象とした コンサルタント備上 による調査 政策・体制・規制・ 投資/クレジット/フ ァイナンス	記述なし (TOR による)	EU および DFID による 資金支援に期 待
Taskforce 3 Agricultural Research, Advisory and Technical Services	Agricultural Extension Working Group	作成済	・ 民営化された需要 ベースの普及サービ スにかかる調査 ・ 公共部門による農 業普及の体制とキャ パシティーについて の調査	需要ベー スの農業普及 を実現する ための支援 方法とコス トを示した 文書	DANIDA, DFID, EU, IFAD, Irish Aid, JICA、およ び 世銀へ資金協 力を要請済
	Farmers Empowerment and Organization Working Group	作成済	・ 農民のエンパワ メントのための参加 型ニーズ・アッセ メントにかかる調査 ・ 農民のエンパワ メントのための体制 整備にかかる調査	農民組織強 化のため の方策を提 案する文書	
	Research Working Group	作成済	・ ゾーン別農業研究 ファンドのレビュー ・ 顧客志向型研究管 理アプローチのレ ビュー	国家農業研 究システム のための5 カ年計画	
Taskforce 4 Cross Cutting and Cross Sectoral Issues	計画中				

■ バスケット・ファンディング

- ・ プライスウォーターハウスが 2002 年 3 月に Financial Advisory Group により作成された「ASDP Financial Mechanism Document」をレビュー中
- ・ 11 月の第一週に、40~50 名規模のバスケット・ファンディングにおける経験シェアのためのセミナーを開催予定。

(2) 調査団が関わった ASDP プロセスに関する主な動き

- 10 月 6 日 ASDP 事務局フィリップ氏とのバスケットファンディング経験シェアのためのセミナー開催について打合せ
- 10 月 17 日 FASWOG タスクフォース会合 (次頁概要参照)
- 10 月 22 日 バスケット・ファンディングにおける経験シェアのためのセミナー開催に関する打合せ
- 10 月 29 日 FASWOG タスクフォース会合
- 10 月 31 日 インフォーマルドナー会合

FASWOG タスクフォース会合概要 (全文は添付資料 2 を参照)

会議日時： 10月17日(水) 10時15分～12時55分

会議場所： MAFS KILIMO II 会議室

会議参加者： 議長：Muro 次官代理 (MAFS)、MAFS、MCM、MWLD、PO-RALG、ASDP 事務局 (Mr. Nyakimori, Mr. Mbogela)、EU、FAO、Ireland Aid、世銀、日本大使館 (伊藤書記官)、JICA タンザニア事務所 (花谷企画調査員)、JICA-RADAG (藍澤、Moshia)

- 主要議題：
1. 前回の FASWOG 会合 (7月10日) の議事録に関する議論
 2. ASDP プログレス・レポート/タスクフォースおよびワーキング・グループの予算
 3. DADP ブロックファンドの予算配賦と執行

各議題における参加者からの主な意見は次のとおり。

1. 前回の FASWOG 会合 (8月1日) の議事録に関する議論

- ・ASDP 事務局の M&E 専門家の重要なポジションであるので適任者を充てるべき。
- ・ASDP 枠組文書(Framework Document)の普及のため、一般にも分かり易い簡略化したスワヒリ語文書の作成と、WEB サイトの活用が重要。

2. ASDP プログレス・レポート/タスクフォースおよびワーキング・グループの予算

- ・ASDP の体制 (NSC, ICC, FASWOG, ASAC, ACS, ASDP 事務局)とその承認プロセス等についてはまだ関係者で検討する必要がある。
- ・ASDP の進捗にかかる情報の体系的な整理と透明性が必要。
- ・ASDP は、タンザニア政府のプロセスであるので、タスクフォースとワーキング・グループが中心となって進めるべきである。政府が独自に実施する事業と援助により実施する事業を区別した上でドナーを呼び込むべきである。
- ・11月3日に予定されているバスケット・ファンディングに関するセミナーにおいては、バスケットファンドがいかなる活動に対して支出されるかについても議論される。

3. DADP ブロックファンドの予算配賦と執行 (添付資料 3 参照)

ASDP 事務局が配付資料 3 に基づいて説明

- ・各県への中央政府からの通知には第 1 四半期に予算配付される県しか示されていないため、ここに載っていない県は予算がつかなかったかのように見えるため、改善の余地がある。全県に対して予算の全体額を示す必要がある。

調査団の分析：

本会合のための ASDP 事務局は ASDP プログレスレポートを配付・説明した。レポートは、大きく計画内容概要と資金計画の部分で構成される。全体のトーンとしては、ASDP 実施のための予算が不足している点、ドナーからの資金供与が大きく期待されている点が強調されている。

プログレスレポートを見るかぎり、ASDP の活動予算の殆どをドナーからの資金に期待していることから、ドナーのコミットメントなしに ASDP は何も前へ動かない状態にあるといってもよいであろう。

こうした状況で、タンザニア政府は、どのくらい自主財源が投入可能なかを明確にする必要があるとともに、ドナー資金に財源を頼る部分が大きくなるにしてもをいかにドナーに振り回されずに、ASDP を自らのイニシアティブで実施できるかが、今後の流れを決めることとあろう。

(3) バスケット・ファンディング立ち上げのための支援

調査団は、バスケット・ファンディングの立ち上げのためのセミナー開催を、今年6月頃から支援していた。調査団は、セミナーでバスケット・ファンディングの経験をシェアしてもらえ、教育文化省、保健省、地方自治庁、および財務省の適任者の特定、セミナー計画案の作成およびASDP事務局への提出を行った。その後、7月にASDP事務局よりバスケット・ファンディング立ち上げのためのスケジュール案が関係者に提示されてから、しばらく動きがなかった。

しかし、10月8日には、ASDP事務局と先にセミナーの資金負担することを合意しているJICAおよびJICA-RADAG(調査団)の協議により開催日を11月3日に仮決定し(結局、11月4日に変更)、10月後半からASDP事務局はセミナー開催準備に取りかかり始めた。

調査団は、10月中頃から、ASDP事務局のフィナンスティとアドミニストレーションを担当しているムボゲラ氏と頻りに打合せを行った。調査団がセミナーの開催資金の供与を行うためである(ASDP関係者向けにはJICAが負担することになっている)。調査団は、資金供与の他、セミナー会場の確保、証憑収集のためのフォーマット等の作成、昨年3月にASDP Financial Groupが作成した「Financial Mechanism Document」の参加者分写しの準備等を行い、ASDP事務局を側面支援した。

調査団は、あくまでも、本セミナーをタンザニア政府の活動の一部と位置づけ、ASDP事務局がイニシアティブをとって開催できるよう側面支援するというスタンスをとっているが、資金運用面については、調査団がセミナー開催資金を負担することもあり、その活用方法につきアドヴァイスを行っている。支払は、ASDP事務局が行い必要な証憑を準備した後で、これに対して調査団がASDP事務局に支払を行うという形をとることで合意している。

以下は、10月24日に招待状とともにASDP事務局から関係者に配付されたセミナーの議事次第である(添付資料4参照)。

議事次第 (10月24日に配付された招待状の添付より)		
時間	議事	担当
9:00-9:15	開会の辞	MAFS 次官
9:15-9:30	スケジュールの説明	ASDP 事務局
9:30-10:00	プレゼンテーション 1	Dr. Hingora Ahmed (保健省)
10:00-10:15	討論	参加者
10:15-10:45	プレゼンテーション 2	Mr. Miyedu (教育文化省)
10:45-11:00	討論	参加者
11:00-11:30	プレゼンテーション 3	Mr. Richard Musingi (地方自治庁)
11:30-11:45	討論	参加者
11:45-12:15	プレゼンテーション 4	Mr. Jerome Bretta (財務省)
12:15-13:00	討論	参加者
13:00-13:15	閉会の辞	ドナー代表

2-2 農業背景調査

：DADP の実施状況にかかる調査予備結果の作成およびプレゼンテーション

(1) 進捗

9 月から 10 月にかけて、農業背景調査チームは、ムトワラ、キゴマ、タボラ、ムワンザ、キリマンジャロ州を訪問し、DADP 策定プロセスおよび選定予定案件の現況を調査した。9 月月報でも説明した通り、各県の農業畜産関係職員、農業組合員、地方灌漑事務所職員等との面談およびヒヤリングの他、DADP で選定予定される案件のサイトを訪問し関係者と面談をした。

フィールド調査実施後、調査の予備結果を取りまとめ（添付資料 5 参照）、10 月 13 日に農業食糧保障省にてプレゼンテーションを行った。参加者は、ASDP 事務局、地方自治庁、および JICA タンザニア事務所であった。当初、ドナーを含む関係者全体に向けて調査結果を共有する前提で、調査を開始した。しかし、調査結果を見たドナーが過剰に反応することを危惧して、まずは ASDP 事務局を中心にプレゼンテーションすることとした。ASDP 事務局は、本調査の結果および提言を真摯に受け止め改善の必要性を見出したものの（後述の報告会概要参照）、ドナーに共有するのは時期尚早と ASDP 事務局が判断したため、今回はドナーへ共有しないことになった。しかし、本調査の結果および提言のプレゼンテーションを受けて、ASDP 事務局は、10 月末にドドマで行われる農業関係主要省庁（ASLMs）の局長レベル会合で、今年度および来年度に向けた DADP プロセスについて話し合うことになった。

DADP 策定および承認プロセスの概要

2 月 21 日、センシタイゼーション・セミナー(Sensitization Seminar)が全国 6ヶ所で開催され、DADP 策定プロセスが始まった。各県は、地方自治庁への提出締め切りであった 3 月 31 日を目指し、計画の準備にとりかかった。しかし、期限までに提出できない県が続出したため、提出期限は 4 月 14 日に延期となった。

全県からの提出を受けて、各州の農業アドバイザー、農業 3 省、および地方自治庁による「審査会合 (Scrutinization Meeting)」が、4 月 24 日から 5 月 4 日までキバハで、開催された。審査会合では、各県からの DADP 事業（予算要求額は約 500 億タンザニア・シリング）を、当初財務省が想定していた 110 億タンザニア・シリングのシーリング内におさめるために、スクリーニングが行われた。審査会合により各県のシーリングが決定したのを受けて、各県は、MTEF フォーマットにあわせた DADP を修正し、5 月 24 日までに地方自治庁へ提出した。

その間、中央政府では予算編成が行われており、6 月末までに最終予算が決定した。しかし、これにより財務省の DADP 予算は 110 億タンザニア・シリングから 40 億タンザニア・シリングに削減されてしまった。予算削減を受けて、農業食糧保障省は、一時は配分が決まっていたはずの県への予算をさらに 40 億タンザニア・シリングまで削減するため「DADP 予算再配分会合」を開いた。9 月末になりようやく中央政府から DADP の選定された事業と予算配分の最終決定が各県に通知された。

(2) 10 月 13 日に行われたプレゼンテーションの主な内容

（パワーポイントのスライドより主要箇所を抜粋）

■ 主なファインディング

□ 県自治体、州政府からの DADP プロセスについてのコメント

- ◆ 予算が 110 億から 40 億タンザニア・シリングに減額したという連絡は何も受けていない。
- ◆ 5 月末までに DADP を修正して以来、何の連絡も受けていない。
- ◆ 40 億タンザニア・シリングに減額した後の中央政府による予算再配分は独断的且つ恣意的であった。

ドドマで行う ASLMs の局長会議で是非これらの問題を討議しなければならない。

・将来的には、県自治体が先ずは優先事業をリストアップし、それをベースに中央政府が予算を配分するようにもっていきたい。

・県自治体の判断による予算枠内における適正流用を認めることは賛成である。

・[送金の前にアクションプランを提出させるのではなく] 初回のプロGRESS レポートにアクションプランを入れることについても、賛成である。

・ASLMs 間の調整が十分ではなかったことは認める。本来、地方自治庁が DADP の実施部門であるべきであるのに、不幸にして、今年度は予算が農業食糧保障省に配分されてしまったために、地方自治庁が DADP の案件選定作業から身を引いたことが調整不良の大きな原因である。次官を中心として局長レベルの会議をより頻繁に開いて、この「中央の調整」について検討することが望まれる。

・明確な指示を出すべきという指摘はそのとおりだが、透明性については、特に低いとは思えない。

・県のファシリテーションチームのトレーニングについては、すでに準備中である。DADP を O&OD にどのように調和していくかについて、県自治体に向けて研修する必要がある。

Kanyasi

・第一の問題は、今回の DADP 策定が、地方自治庁の通常の計画・財政サイクルの外で行われたために、中央の調整が困難になってしまったことである。

・第二の問題は、州レベルの調整である。RADAG チームが指摘したように、州アドバイザーは各セクターにおける県の活動を支援するのに重要な位置にいることは確かである。

・RADAG チームのオブザベーションはフェアであり、我々が討議すべき問題を明らかにしたと思う。

2. 主なディスカッション

Kanyasi

・「To be continued or not?」とあったが、来年度に DADP を続けることに何らかの疑いをもっているということか。

花谷

2年目は DADP の実施を一旦止めて実施体制を整え、3年目から再出発する方がよいのではないかという意味である。

Nyakimori

精神的には一度止めことはできるが、やはりこのまま継続することになるであろう。毎年継続しながら、改善してゆけるものだと思っている。

花谷

・続けるならば、2つの質問の答えを出す必要があると思う。

・一つ目は、「O&OD を行う前に、2年目 DADP の策定を終わらせるのかどうか」ということである。O&OD は来年2月から始まる。したがって、DADP を O&OD (によって策定される DDP) に入れるなら、DADP を12月以前に終わらせる必要がある。理論的には DADP は DDP の一部になるべきものであるから、DADP は O&OD の前に策定されていなければならない。

・二つ目は、「1年目は1年計画としての DADP を作成したが、2年目は3年計画としての DADP を作成するのか」ということである。

Nyakimori

・県と中央との間で矛盾がある。県自治体の財政サイクルに合わせれば、3月初めまでに全ての DADP が地方自治庁に提出されればよいことになっている。

他方、中央政府（農業3省）は、PER に向けてどのくらい予算が必要かを算出するために、9 月までに全ての DADP が地方自治庁に提出されることを望んでいる。しかし、そのためには、遅くとも 6 月には策定を始めなければならない。

・DADP を 3 年計画にすれば、こうした中央と地方の予算プロセスの違いを調整しなくともこのまま続けることができるように思える。

花谷

TF1 で DADP ガイドラインの修正版について議論することになっているが、ドドマの局長レベル会合の前に議論する必要はないか。

Nyakimori

・TF1 の役割は技術的な面について議論することである。したがって、ガイドラインの修正の内容については TF1 で議論するが、政策的な判断（決定）は各省会議で行う。TF1 会合の方は、修正版 DADP ガイドライン案を完成させた上で、来月行う予定である。

2-3 地方・農村道路整備調査

(1) 今月の主な活動

今月の地方・農村道路は、本年度第1次調査（7月初旬～8月中旬）に引き続き、関係者へのヒアリング、地方政府への訪問及び地方道路の現状視察を行い、必要なデータを収集した。関係者へのヒアリングでは、前回までの調査で十分カバーできなかった道路基金配付に関する昨年度の実態、中央政府レベルで進められている全国的改革プログラム（地方分権化改革プログラム、道路セクター改革プログラム）の状況などに焦点を当てた。一方、地方政府の道路維持作業の実態の調査では、Iringa Rural および Njombe の各県を訪問して、実情を調べた。

(2) 今月の調査行程

日数	月 日	曜日	活動	宿泊地
1	10月1日	水	成田発	機中泊
2	10月2日	木	DSM着	DSM
3	10月3日	金	AM:資料整理 PM:花谷氏 (JICA) 打ち合わせ	DSM
4	10月4日	土	資料整理	DSM
5	10月5日	日	資料整理	DSM
6	10月6日	月	資料整理	DSM
7	10月7日	火	Dodoma出張、Mr. Myaing (DANIDA 専門家) と会合	Dodoma
8	10月8日	水	DSMに移動	DSM
9	10月9日	木	資料整理	DSM
10	10月10日	金	AM:資料整理、PM:Mr. Massawe (RFB) 会合	DSM
11	10月11日	土	資料整理	DSM
12	10月12日	日	資料整理	DSM
13	10月13日	月	資料整理	DSM
14	10月14日	火	資料整理	DSM
15	10月15日	水	AM:資料整理、PM:Mr. Lyatuu (MOW)、Mr. Mbillo (LGRP) 会合	DSM
16	10月16日	木	AM:Mr. 杉本 (JICA専門家) 会合	DSM
17	10月17日	金	資料整理	DSM
18	10月18日	土	資料整理	DSM
19	10月19日	日	資料整理	DSM
20	10月20日	月	AM:資料整理、PM:Mr. Temba (MOCT)会合	DSM
21	10月21日	火	AM:Mr. Musingi (PORALG) 会合	DSM
22	10月22日	水	Iringa, Njombe出張、DSM => Iringa, Iringa RAS, D. Office	Iringa
23	10月23日	木	Iringa D. Office, Rural road survey, Iringa => Njombe	Njombe
24	10月24日	金	Njombe D. Office, Rural road survey	Njombe
25	10月25日	土	Njombe => Makete => Iringa	Iringa
26	10月26日	日	Iringa => DSM	DSM
27	10月27日	月	団内会議	DSM
28	10月28日	火	花谷氏 (JICA) 打ち合わせ	DSM
29	10月29日	水	資料整理	DSM
30	10月30日	木	宮沢所長 (鴻ノ池組)、Dr. Mshana (Konoike-tanzania)会合	DSM
31	10月31日	金	資料整理	DSM

(3) 調査活動

<関係者・団体への事情聴取>

*10月7日(火): Mr. Myaing (Danida Expert to PORALG) との会合

【聞き取りの主要内容】: VTTPの最近の動き及び今後の計画は以下の通り。最近(8~9月?)世銀から担当者(Mr. T. Elias)が訪問し、VTTPの今後につき話し合った。これに基づき、今後の活動内容を検討するタスクフォースを10月に立上げ12月末頃までに報告書を完成。1~2月に関係者(Stakeholders)に対して発表する。Myaingとしてはこの調査は、MOW/PORALGが進めようとしている道路調査とは全く別と認識。Myaingは、PORALGの現状のRF管理部門を強化して、RF課・ドナー資金課・VTTP課から成る農村インフラ担当部を設置することを考え中(次官には既に提言済み)。

*10月8日(水): Mr. H. Lyimo, Mr. Simangari (RF Management Unit, PORALG) との会合

【聞き取りの主要内容】: 昨年(2002/03)のRF(道路基金)の状況は以下の通り。総額で195億シリングが配付。年間で14回に分けて配付。11・12・13回は6月(つまり年度の最後の月)に集中。さらに8月には約30億シリング程度が遅配となった。(年間支払い表を入手)。来年度(2003/04)の予定総額は、191.45億シリング。これに加えて、EUから24億シリングが支給される予定。このEU資金は、IDAが支援するUrban Sector Road Programme: USRPの一部で、都市部(Municipal Council)道路の舗装修繕工事に適用される。この資金は2005/06年度までの3年間の予定。

*10月10日(木): Mr. C. Massawe (Planning and Monitoring Engineer, RFB), Ms. R. Masenga (Accountant, RFB) との会合

【聞き取りの主要内容】: 昨年度(2002/03)の実績は以下の通り。総収入=594.26億シリング、総支出=660.84億シリング(差額は昨年からの持ち越しで補てん)。支出総額中、PORALG(及び地方政府)分=193.02億シリング(29%)。昨年度は支出(508.46億シリング)に比べ収入(529.43億シリング)が多かったのが繰り越し分は増大したが、今年は収入が予想より少なく補てんが必要となった(その結果、繰り越し残額は約2億シリングに減少)。

昨年度は、補てんにより一応年度当初の予算を100%賄うことができた。今年度は不明(つまり収入が予想通り増えなければ、再び補てんが必要となるが繰り越しが少ないため予定通りの資金配布ができないかも知れない)。収入源の拡大は徴税庁(Tanzania Revenue Authority)が、通過税(内陸国への輸送油類への課税)の厳格化など実施中。RFBからも重車輛課税の範囲を16トン以上から3.5トン以上にすることを要請中。道路利用者税の半分

以上は一般財源に回されているので、この一部(付加価値税の20%)をRFに回すように要請しているが政府からの返答はまだない。

*10月15日(水): Mr. W. Lyatuu (Principal Executive Engineer of MoW) との会合

【聞き取りの主要内容】: 地方・農村道路に関して労働省(MoW)が担う責任は基本的には政策的なものである。さらに、Monitoring, Quality control, Technical Standard, Contractual Standard などについても責任を負っている。具体的に県内のどの道路をどういう順で整備するかはLGAの任務である。

地方・農村道路の10カ年計画は既存の「幹線道路整備10カ年計画(Road Sector Development 10 Year Plan)」を拡大して対処しようと考えている。しかし、その計画の内容も上記のような政策的・技術基準の側面での支援である。一方、現在タンザニア全国の道路区分の見直しを

しようと計画している。これは、既存の区分（幹線及び州道が 35,000km、地方・農村道路が 50,000km）が 1969 年制定のもので現状と異なっている可能性が高く、また MoW と PORALG との間での分担もあらためて明確にする必要があると思われるからである。農村道路整備の長期ビジョンを作成する責任は PORALG にあり MoW ではない。各 LGA が各々計画を作成しそれを PORALG が取りまとめて作成するものとする。

*10月15日（水）：Mr. S. Mbwilo (Component Manager (Restructuring), LGRP Center) 訪問

【聞き取りの主要内容】：LGRP は 1996/97 年の Civil Service Reform: CSR から始まった。LGRP は以下の 6 点に焦点を当てている：#Good governance, #Restructuring of LGAs, #Finance, #Human resources, #Legal/Institutional, #Coordination (Strengthening PORALG)。LGAs の restructuring については、これまで 32 の県でプロセスを完了しており、各々の県で「Strategy Document」を作成した。現在はさらに 52 の県の restructuring process を支援している。

農村道路の整備に関しては、整備資金がその事業で便益を得る人に直接渡るような方法が良いのではないかと考える。

*10月16日（水）：Mr. A. Sugimoto (JICA Expert, Rural Development, PORALG) 訪問

【聞き取りの主要内容】：現在の分権化は 1996/97 年に始まったが、分権化の過程で州政府及び県でも District Commissioner の権限が大幅に縮小された。しかし 2001 年の LGRP Review Study で州政府の機能の（若干の）再強化が提言された。これにともない LGRP の中に州政府強化のポストが新設された。

LGRP の過程で、各県では Strategy Plan が作成されたが、正直なところ県の実施能力には自信がない。Strategy Plan で村民から労働力・資金の貢献が期待されているが、これには賃金など経済的インセンティブが必要と思う。

*10月20日（水）：Mr. A. Temba (Director of Policy and Planning, MoCT) 訪問

【聞き取りの主要内容】：MoCT は、Transport に関わる政策全てに責任を負い、他の省庁はその執行機関である。MoW は道路のみ、しかもその内の幹線と州道路のみに責任を持っているに過ぎない。鉄道・空港・港湾などは MoCT で、地方・農村道路は LGA の管轄。最近承認された 2003 年の「National Transport Policy」の詳細については「Strategy」を現在作成中。そこでは、Transport 関連分野を統括する省の設立を提言したい。現在の TANROADS と LGA との道路基金配分（70:30）は妥当と思う。しかしこの限られた原資で地方・農村道路を改善してゆくためには中央及び地方政府がそれぞれ工夫しなければならない。また、単なるアイデアだが、農村道路整備を目的とする RF のようなものの設立の可能性もあろう。

*10月21日（水）：Mr. R. Musingi (Director of Regional Coordination, PORALG) 訪問

【聞き取りの主要内容】：MoW (Mr. Lyatuu) からまだ正式な返信はもらっていない。しかし調査資金は RF と NORAD で確保している。調査の今後の進め方は、予定より遅れているが、原案通り TF を立上げ実施したい。MoW からの返事を待たずに PORALG だけでも先に調査を進める考えを Permanent Secretary に提言したい。11 月中旬の PAF 協議に必要な農村道路体制の強化に関する報告書（現状・今後の見通し・目標の見直し、等）の準備については了解。

<県政府訪問および地方・農村道路整備事業の現状視察>

Iringa州 Iringa Rural 県 2003年10月23日(木)

【聞き取り・視察の主要内容】(Acting Engineer; Mr. B. Munissi) : 現在の RF からの予算配布は遅配(第1回配布は8月)と年初に少なく最終月(翌年6月)に集中して配付される

状況のため、予算消化を困難にしている。雨期の時期(11月から)には工事が困難になるので、工事着手をできるだけ早くしたい。願わくば、年初に厚く、しかもできるだけ早期に配付するように改善して欲しい。

我々の県が他県より予算消化率が高いのは(昨年度未消化率11%)、おそらく、早めに契約書を準備し、入金と同時に工事を始めようと努めているからと思う。また、7人いる Technician が各々明確な責任(道路・建物・橋梁、など)を持つ体制としていることも関係するかも。

我々の県は2001年から DANIDA の支援を受け、LBTの方法で地方業者の育成も兼ねている。地方業者の抱える困難は主に資金的制約と工事機械の取得(レンタル)困難である。

Iringa Rural の道路調査(市街から南東に延びる県道) : 州道との分岐から7kmまでは昨年改修されたが、そこから奥の15km程は未改修。沿線は雨量が比較的多いせいにかこの乾期末でも小川あり。比較的緩やかな谷の斜面でじゃがいも・メイズの栽培が始まっている。周辺は比較的豊かな農村地帯である。改修された道路は幅4m程で良く成形・安定化されている。機械工法で2ヶ月で完了。後半の未改修の道路は幅2m程と狭く、斜面では雨水の流出で道路中央に大きな切れ込みが発生。

Iringa州 Njombe 県 2003年10月24日(金)

【聞き取り・視察の主要内容】(Engineer; Mr. P. Kanyagha) : 本県は、現在、道路に関してどこからも支援なく、RF資金のみ。本県で予算消化率が高い理由として考えられるのは、(1)必要とする工事用機械を TANROADS (Mbeya) の機械デポから借りるのに、業者の支払いを県が保証することで、借り受けを確実にしていること。(2)かつて実施された RUSIRM (Ruvuma South Iringa Road Maintenance) Program (EU支援)において、Njombe が中心地点とされたため現在も我々自身で(県政府として)多数の建設機械(Motor Grader、Wheel Dozer などを)を保有していること。

また、道路契約は事前に準備し、Technician (9人)も責任を分担している。数年間にわたる長期管理計画も作成している。RFの配付パターンについては、雨期が始まると工事ができないので、雨期前の9・10・11月に実施するか、翌年の4・5・6月にするかしかない。昨年度は

4月までずっと待って一気に契約した。資金はできるだけ早期に且つ初期に多く配付して欲しい。

Njombe の道路調査(市街から東に州道を20km程入った茶栽培地帯の県道) : この地域は1998-2002年にUSAIDによる道路整備計画(ATAP: Agriculture Transport Assistance Program)で総延長約60kmの道路が改修・整備された。視察した道路は整備後4年経つもので、その間RFで維持工事をしてきた。道路は全体的には良く維持されており、道路形状も路肩の排水形状も保たれている。しかし、坂道では流水のため形状がかなり破壊されている部分もある。周辺は御茶の栽培が盛んで傾斜地が一面茶畑の村が点在している。農家は現金収入があるため比較的裕福。

3. 来月の活動予定

11月の予定を、既述の予定活動を中心に、想定される主な活動を以下にまとめた。

活動分野	活動内容	備考
1. ASDP 実施支援	●バスケット・ファンディング立ち上げセミナーのための資金支援およびセミナー出席。	■ASDP 事務局と緊密な情報交換および情報共有を行う。
	●FASWOG タスク・フォース会合等への出席 ●ASDP タスク・フォース会合への出席	■ASDP 事務局および ASDP タスク・フォース議長と緊密な情報交換および情報共有を行う。
2. 農業背景調査 (本邦作業)	●DADP の実施状況にかかる調査 (最終報告書案の作成)	
3. 地方道路整備調査	●知的貢献を目的とした調査の実施	■関係省庁と緊密な情報交換および情報共有、並びに報告書の取りまとめを行う。
4. 最終報告書作成	●執筆作業	■上記1～3が当面の作業の主軸になるが、同時に報告書作成も着実に進める必要あり。