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promoting rural development....”<sup>7</sup>

**Poverty Reduction Strategic Paper (PRSP):** Following the direction given in the Vision 2025, PRSP clearly set the way out to reduce the poverty of the country. Emphasis was given to the improvement of social sector such as health and education sectors which have direct impacts on the livelihood of the poor in rural areas. Since majority of the poor locates in rural areas, the improvement of their access to social services is of vital importance. Recognizing this, one document of the PRS included a section for road sector<sup>8</sup>. Attention to the importance of rural road was also made in the section of agriculture<sup>9</sup>.

**Road Sector Reform Programme (RSRP):** Almost parallel to the effort of preparing the overarching grand reform programmes, a long enduring reform initiative has been pressed on in the road sector from the beginning of the 1990s. As a result, the sector has achieved a significant improvement in the last several years. In the field of road sector reform, Tanzania was one of the leading country in Africa. It established a Road Fund already in 1991 to facilitate “block” funds to road sector. This programme encountered a set back during 1996 - 97 period due to a policy shift caused by the first multiparty national election. However, the reform continued and in 1998 the government passed the Road Toll Amendment Act which established a Road Fund dedicated almost solely (90%) to maintenance of Roads. The establishment of the Road Fund has greatly improved the flow of funds for all road related work in the nation. Another remarkable achievement was the creation of TANROADS in 1999, a semi-autonomous road project executing agency responsible for trunk and regional roads. TANROADS has been formed by separating executing capacity from the MOW so that the ministry now concentrates on policy setting and strategic planning. However, the reform has focused more on works for major roads.

**Local Government Reform Programme (LGRP)<sup>10</sup>:** In the overall reform effort of Tanzania, this LGRP is one of the most fundamental institutional reforms. In this reform the central government organizations such as line ministries and agencies are devolved their authorities to the Local Government Authorities (LGAs). In the course of a few years, individual LGAs are expected to be more autonomous in managing administrative, personnel and financial affairs. At present LGAs are undergoing a transition process in which local councils and offices are facilitated to prepare their own organizational structure and development plan based on participatory planning. While this programme is expected to empower LGAs and enhance efficient and accountable policy implementation, it may at the same time cause some conflict in interests between local and central authorities. Because roads have value in their network connection, rural road improvement may suffer from such negative impact.

**Agriculture Sector Development Programme (ASDP):**

Tanzania’s agriculture sector was identified by PRSP as one of the most critical sectors for both development and poverty reduction. PRSP requested the government to prepare a strategy (ASDS) and implementation programme (ASDP).

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<sup>7</sup> *The Tanzania Development Vision 2025, (1999), P. 20*

<sup>8</sup> *Tanzania Assistance Strategy (A Medium Term Framework for Promoting Local Ownership and Development Partnerships) (2000), P. 5 Section 4.1.2 “Infrastructure – Roads”*

<sup>9</sup> *ibid. Section 4.1.1 Agriculture and Food Security*

<sup>10</sup> The description of this part is made mostly on the bases of the summary and analysis prepared by Mr. Togolai Dilliwa, the authors research assistant.

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The preparation of ASDP is still underway. A framework and process document was authorized in March 2003. At present, detail implementation programme is being discussed in a number of working groups under four task force groups.

In the framework and process document, the issue of rural road is touched upon as one of cross-sectoral issues. In the statement, rural roads are recognized as a key infrastructure to ensure timely and efficient transportation of inputs and outputs of agriculture sector. Though ASDP is not financially involved in road programmes, it states a clear commitment in a proactive manner to coordinate with road sector planning.

[Although the funding of rural roads is outside of the remit of ASDP, it is imperative that the interests of agriculture are carefully factored into national and local road network planning, construction and maintenance programmes. This will not happen by chance. ASDP will be proactive in ensuring that it is involved in the road development process, ...] <sup>11</sup>

5.4 The Flow of Funds to Rural Road Sub-sector

The funds for rural road maintenance and rehabilitation have three sources, a) the Road Fund, b) the budget of LGAs, 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 in 1999 as a part of the Road Sector Reform Programme. As shown in the following table, in the 2002/2003 budget year, the Road Fund supplied about TS 66 billion to TANROADS, the LGAs and line ministries. The local authorities as a whole received approximately TS 19 billion. While the actual amount of disbursement varies among districts, each district received on average TS 140 to 170 million. The total amount of the Road Fund has been increasing especially in the last few years. Given the strong commitment of the government to improve road condition, it is expected that the fund will grow steadily in the future. The monthly disbursement schedule prepared at the beginning of the fiscal year 2002/03 is also shown in Table.

Table 5.3 Road Fund Revenue and Disbursement (million TS)

Year	Total Revenue	Actual Disbursement	Rvnmw-Dsbrs	Allocation to MoW	Allocation to TANROADS	Allocation to PORALG (LGAs)	% of PORALG (LGAs) in Dsbrs
1991/92	3,742	3,080	662	2,464	-	616	20.0
1992/93	6,841	6,671	170	5,337	-	1,334	20.0
1993/94	14,272	10,832	3,440	8,515	-	2,317	21.4
1994/95	21,298	20,062	1,236	16,265	-	3,797	18.9
1995/96	28,307	20,000	8,307	16,000	-	4,000	20.0
1996/97	25,399	19,448	5,951	15,998	-	3,450	17.7
1997/98	33,745	17,600	16,145	15,000	-	2,600	14.8
1998/99	38,365	42,598	-4,233	29,819	-	12,779	30.0
1999/00	39,392	36,107	3,285	25,639	-	10,468	29.0
2000/01	47,252	40,031	7,221	29,184	-	10,847	27.1
2001/02	52,943	50,846	2,097	3,488	31,390	15,240	30.0
2002/03	59,425	66,084	-6,659	4,450	41,648	19,302	29.2

Source: 1991/92 - 2000/01 are from *Briefing of the Road Fund Board*, the Road Fund Board (April, 2002)  
2001/02 - 2002/03 are from the interview made by the author at the Road Fund Board in October 2003

Table 5.4 FY 2002/03 Road Fund Disbursement (Plan)

No. of Dist.	Planned-i.			
	Month/Date	Disb. (Mil.TS)	Accm. (Mil.TS)	Accm. (%)
1	July	1,618	1,618	8.4
2	Aug.	1,856	3,474	18.0
3	Sept.	1,910	5,384	27.9
4	Oct.	1,647	7,031	36.4
5	Nov.	1,753	8,784	45.5
6	Dec.	1,609	10,393	53.8
7	Jan.	1,756	12,149	62.9
8	Feb.	1,597	13,746	71.2
9	Mar.	1,669	15,415	79.9
10	Apr.	1,710	17,125	88.7
11	May	1,486	18,611	96.4
12	June	691	19,302	100.0
13	-			
14	-			
Total		19,302	19,302	100.0

Note: \*1. Annual Performance Agreement for District, Urban and Feeder Roads Maintenance Work for FY 2002/03 between RFB and PORALG, (Aug. 2002)

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 figures of the donors' funds to rural road projects.

Funds from LGA's own budget are negligible. LGA's own resources are so scarce that they have seldom been allocated to the road sector.

## 5.5 Past and Present Programmes in the Rural Road Sub-sector

### 5.5.1 District Road Development Programmes (DRDP) and Other Programmes<sup>12</sup>

In the past and at present, a number of projects and programmes have been and are being undertaken across the country. Information is scarce and there seems no document describing the entirety of the activities. Some of them are categorized under the name of the District Road Development Programme (DRDP). Following are the names of donors and districts where the programme was conducted.

DANIDA: Rufiji, Kisarawe, Iringa Rural, Mufindi

UNDP/UNCDF: Magu, Geita, Ukerewe, Misungwi, Sengerema, Kwimba

SDC: Morogoro, Ulanga, Ifakara, Bagamoyo, Kongwa

SNV: Bukumbe, Maswa, Meatu, Kahama

In other occasions, donors have carried out road projects as one component of a large programme with focuses on other issues such as agriculture. Following donors are recorded as having performed such programmes: SIDA, WB, USAID, IrishAID, FINNIDA, SDC, and SNV.

Some of the major road projects such as RUSIRM (Ruvuma and South Iringa Road Maintenance) Programme which was supported by EU contained rural road maintenance components too.

<sup>12</sup> The information of this section is provided from Mr. Myaing, the Technical Advisor to PORALG.

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**5.5.2 UNDP/UNCDF Programme in Mwanza:** As one of the DRD Programme, let us look inside of this programme. 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

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payment for workers. Responding to author's question, they said they are willing to take part in maintenance works as well.

**5.5.3 VTTP<sup>13</sup>:** The Village Travel and Transport Programme (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 programme, 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 Programme (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 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

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<sup>13</sup> 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.

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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 programme.

Another issue is the sustainability of the programme. 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.

**5.5.4 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.

5.5.5 LBT<sup>14</sup>: 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 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 programme in which this labor based technology will be recognized and become a norm of construction projects in Tanzania. Recently the team has completed a programme document that outlines the concept, steps and sequences of the LBT promotional programme. 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 programme 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 programme 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.

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<sup>14</sup> "Taking the Use of Labor Based Technology to Scale, The Programme Document" (March 2003), by the Task Force for the Programme, Ministry of Works

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5.5.6 TASAF<sup>15</sup>: The Tanzania Social Action Fund (TASAF) is a Tanzanian version of the social action fund programme that the World Bank has recently been implementing over a number of countries. The primary goal of the programme is to provide a safety-net for the poorest of the poor during the institutional changes of a country. In Tanzania, the programme was introduced as a part of the government's poverty reduction strategy.

The programme was commenced in December 2000, and has worked over 40 districts in the country. The major objectives of the programme 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 programme, 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 programme 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 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. These 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 programme was also facilitated by the provision of equipment such as vehicles. At the beginning the delay in equipment procurement hindered the progress of the programme, but as the procurement process improved, the programme picked up its pace.

By November 2002, the total number of sub projects under implementation has reached 965. Regarding the public work programme, 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 programme 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.

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<sup>15</sup> This part is based on the report "Second Year Progress Report (December 2001 – November 2002), by TASAF Management Unit



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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.

### 5.6 Present Practice of Rural Road Projects in LGAs<sup>16</sup>

In the current Local Government Reform Programme, the eventual state of the LGA is envisaged as more autonomous, accountable and efficient in managing its local issues. To this end, the LGAs are in the process of establishing their own ability and strategy. They are ceded authority of planning, execution and evaluation of their activities. They are also vested with the right of hiring and firing their personnel. As every LGA is at present in the transition to the final goal, they have a number of issues and difficulties to overcome to achieve the goal. In this section, we look into the practices taken at a number of local governments in the sub-sector of rural road. The discussion for the issues is made in the next section.

**5.6.1 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 with ceiling is informed from the road fund, c) given the ceiling of the budget, and taking into account the local economic activities, traffic volume, etc., a project plan is prepared, d) the plan is submitted to the district management team (DMT), e) after DMT's review, the plan is submitted to the district council committee, and reviewed, f) the plan is presented to the district full council for approval, g) after approval by the council, the plan is sent to PORALG.

In all LGAs, district engineers are responsible for preparing annual work plan for road improvement. Most of the works are maintenance as required by the regulation of the Road Fund. Not many districts have a long-term (3 – 5 years) improvement plan. Even if they had one, actual implementation often departs from the plan rather soon. Recently PORALG, in response to the request from the RFB, directed all LGAs to prepare a three year rehabilitation plan of rural roads.

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<sup>16</sup> 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.

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It seems no LGAs have a system of objective criteria for prioritizing potential projects. Engineers depend upon their implicit knowledge and sense of local priority and population's demand. They did reply in the interview that they take into consideration such factors as agricultural potential, population size and network effect of roads. They also stated that, though they recognize it important to consult with other department of a district in planning, they seldom do such consultation before the plan is presented to the DMT. Some engineers claimed that discussion in the DMT is sufficient to coordinate interests and plans among departments. However, it is not clear how strongly district officials perceive the importance of linkage between road improvement and economical vitalization.

According to the interviews, political interventions to road projects are not often, but still take place once in a while especially at a planning stage. Because of a recent regulation<sup>17</sup>, such interventions at a tender evaluation stage are expected to decline. In some districts, the selection of projects is dominated by equity consideration<sup>18</sup> rather than cost effectiveness or economical impact. Such practice of project selection indicates a lack of strategic planning of the council and often results in waist 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.

When LGAs prepare their development plan based on a participatory process, there is a tendency that road projects are overlooked by participants (communities). 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 first 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, demands for direct benefits would dominate in a district development plan.

**5.6.2 Project execution aspect (Contracting and Monitoring):** Present contract procedure and standard documents are primarily the ones for 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 for wide use, tender documents and other basic information should be adjusted 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, with the new measures recently adopted against such interference, it is expected that the problems would decline in the future.

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<sup>17</sup> *The Procurement Regulation for Works, Goods and Services* introduced in June, 2003

<sup>18</sup> Equity consideration is a type of political intervention, because if projects concentrate on a limited area, councilors of other areas would complain and urge to change the plan.

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At present many LGAs do not enter contracts in early months of a fiscal year. This is because the regulation for public procurement prohibits a LGA to enter a contract without secured funds, while funds available for projects are supplied monthly from the Road Fund. Even for a small routine maintenance, a LGA needs to wait for a while until it has sufficient amount of funds at the bank. This is particularly so because more funds are needed at the beginning stage of a project for labor and material mobilization. These conditions (procurement regulation and gradual inflow of funds) compel LGAs to prepare many small contracts or to wait till the end of a year and carry out a few large contracts. In one district, an engineer explained that frequent contracts are not a problem because he prepares only the stick map (a diagram that shows locations and kinds of maintenance work required along a road). Other documents are the same for any contracts, according to him.

Monitoring and supervision by district officials are severely hampered by the shortage of transportation means. Insufficiency of monitoring results in poor quality of works and poor evaluation by clients of contractors.

**5.6.3 Administrative aspect (Recording and Reporting):** Record keeping and reporting capability of LGAs are generally poor. When requested by the author to show the budget and expenditure of last year's projects, many district officials 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 with their expenditure and balance records. Therefore all LGAs have such summary of data. But such data is not filed systematically, nor processed any further for future use. Data and documents are filed simply one over the other in a time sequence. There seems neither summary nor categorization of such data. Besides the data filing and arrangement, the staff of the engineer's office are in general unfamiliar with accounting system and knowledge. As a public officer and in charge of budgeting, a minimum level of accounting knowledge might be useful.

**5.6.4 Financial aspect:** It should be noted that the funds a LGA can expect for road works are primarily those from the Road Fund only. In many LGAs, the budget, either the one from the central government or from the local revenue, does not support road projects at all. This is because of the prevailing perception that the Road Fund is already a transfer from the central government specifically for roads, and thus the road sector is not eligible for other block supports from the center, and moreover budgets from district's own revenue are so small in amount that no room for parting themselves to roads. Many LGAs carry out only maintenance works partly because of the statutory requirement of the Road Fund and partly because of the small amount of their budget. Rehabilitation and/or development works are possible only if a district government is lucky enough to receive supports from donors.

Although fund supply has been eased since the establishment of the Road Fund, financial constraints of LGAs for rural road sector are still fundamental. While there is some variation among districts, the funds supplied from the Road Fund are around TS 140 to 170 million per district. Depending upon the available budget, each district carries out routine, spot, and periodic maintenance<sup>19</sup> 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

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<sup>19</sup> 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.

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500 km, the level of maintenance work is far from a satisfactory level. On the other hand, if a LGA obtained supports from donors and development partners, they can enjoy a budget several times larger than LGAs without such supports<sup>20</sup>.

Occasionally there are incidences of fund misuse. However, thanks to the strict monitoring of the RFB, the management of the Road Fund seems in general improving at the level of LGA. As pointed out in the administration aspect, however, financial data is not well arranged, causing problems of low financial accountability. Financial book sometimes does not indicate sufficient detail of expenditure items, nor described the recipient of payments. In some occasions, funds were given to public officials without clear explanation. These incidences reveal an urgent need of financial discipline and training for bookkeeping and accounting system at the LGA level.

**5.6.5 Human resource aspect (Quality, Quantity and Incentive):** Except for the Dar es Salaam area, a 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 post 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.

Besides the limited number of technical staff at a district level, there is a tendency that engineers are busy in attending meeting and seminars, leaving many of practical works on technicians. When the author visited district councils, it was often the case that the engineer was absent due to seminars or workshops held in other towns. Though technicians are not regarded as qualified professional, they are responsible for day-to-day operations, carrying out project monitoring, data recording, bookkeeping, tender documents preparation, and many other jobs. Despite such responsibilities and practical experience, they will remain in the technician class unless they obtain a necessary degree from designated colleges. This lack of opportunity seems to impair to a certain degree the motivation of technicians.

**5.6.6 Physical resource aspect:** The most urgently needed physical resource is transport equipment. Currently most of LGAs are short of transport means. A limited number of vehicles or motorcycles are shared by departments, and each department needs to forward a request to a coordination section 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 technical staff to update the road conditions and to monitor contractors' field work. Therefore it is urgently needed to consider some measures to deploy minimum ability of transport for engineers to move around in the district, or to provide other systems to substitute engineers' site visits.

Regarding office supplies, if LGAs have been supported by TASAF and/or other donor programmes, they 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

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<sup>20</sup> For instance, the Iringa rural district which got supports from TASAF, USAID, DANIDA, WWF, RF, and TANAPA had a budget of TS 893 million in 2002/03, while in the same year Njombe district which got support only from RF had a budget of TS 135 million.

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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.

**5.6.7 Technical skill aspect:** Given the technical requirement for road works (earth/gravel road works) at the district level, it is author's view that current technical knowledge and skills of district engineers and technicians are satisfactory. The insufficiency of work quality is probably a lack of proper supervision and a lack of discipline on the side of client to enforce contractors to comply with a contract. It should be noted that technical skills really needed for engineers and technicians of LGAs are not "pure" technical skills. They are rather managerial skills such as skills of proper cost estimation, of adequate specification preparation, of supervision, of effective evaluation, etc. These are skills required for clients. Therefore, it is desirable that training for LGA technical staff would be structured from these viewpoints.

Apart from the conventional technical improvement, there is a clear need for LBT. At present, there are still many district engineers and technicians who are not familiar with LBT. As LBT is applicable to as well as beneficial for rural road improvement, it is urgently needed to promote the use of LBT in rural road sub-sector.

In addition, under the trend that project management will more and more rely upon computer-aided management, it would be appropriate to enhance the skill of computer data processing. This is particularly so in terms of the expected dissemination of DROMAS in the rural road management in the near future.

**5.6.8 Community relation aspect:** Except for several districts where community empowerment has been promoted, communities' requests are only indirectly considered in the planning of rural road works. The requests are considered either by district engineers who prepare road maintenance plan, or officials of other department in the discussion at the DMT, or in the discussion of the council meeting.

Communities have interaction with rural road projects in 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 an equipment based approach restricts the opportunities for local people. If it is widely 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 their skills further after working in LBT projects. As seen in the project sites, villagers who participated in a LBT project feel they acquired some skills.

## 5.7 Present State of the Private Sector in Rural Road Sub-sector

Tanzania's private sector of construction industry is still at rudimentary stage. It is said that Tanzanian local construction industry really began to develop after the Integrated Road Project (IRP) started in 1990. Before that time, major works were mostly done by the then MOW (Public Works Department) or foreign

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construction companies<sup>21</sup>.

In Tanzania, private construction companies (contractors) are obliged to register to the Contractor Registration Board (CRB). They are classified into seven categories, Class 1 to Class 7 in the descending order of business scale. The total number of registered contractors is gradually increasing. The total number as well as the numbers in different classes is summarized below.

Table 5.5 The Number of Contractors

As of January 2002				Increase from	Increase from	As of January 2000			
Class	Local/Foreign	No. of Firms	%in Total	2000 in No.	2000 in %	Class	Local/Foreign	No. of Firms	%in Total
1	Local	64	3.0	9	16.4	1	Local	55	3.1
	Foreign	69	3.2	18	35.3		Foreign	51	2.9
	Total	133	6.3	27	25.5		Total	106	6.0
2	Local	29	1.4	-11	-27.5	2	Local	40	2.3
	Foreign	1	0.0	0	0.0		Foreign	1	0.1
	Total	30	1.4	-11	-26.8		Total	41	2.3
3	Local	63	3.0	-27	-30.0	3	Local	90	5.1
	Foreign	0	0.0	-4	-100.0		Foreign	4	0.2
	Total	63	3.0	-31	-33.0		Total	94	5.3
4	Total	123	5.8	-22	-15.2	4	Total	145	8.2
5	Total	197	9.3	67	51.5	5	Total	130	7.4
6	Total	312	14.7	32	11.4	6	Total	280	15.8
7	Total	1266	59.6	294	30.2	7	Total	972	55.0
All	Local	2054	96.7	342	20.0	All	Local	1712	96.8
	Foreign	70	3.3	14	25.0		Foreign	56	3.2
	Grand Total	2124	100.0	356	20.1		Grand Total	1768	100.0

Source: *The Contractor* (January 2002) and ditto (January 2000)

As of January 2002, the total number of registered contractor is 2124 which has increased by more than 20 % from the number in 2000. The greatest increase in number took place in Class 7 (294 new firms), but in percentage, it happened in Class 5 (51.5 %). In addition, while the total number of contractors has increased, the numbers declined in Classes 2,3, and 4. Also observed is the increase of foreign contractors in Class 1.

There are several unifying bodies of the industry such as NCC, CRB, TACECA, ERB, etc<sup>22</sup>. While NCC is a government institution, others are all private organization. They are all actively involved in improving the circumstances of the industry. They are engaged in discussions with authorities in preparing policies relevant to the industry. They provide the industry with training opportunities. They are also active to promote easy access of contractors to credit resources.

Contractors working for rural road projects are mostly the ones classified in Class 5 and under. Such contractors occupy more than 85 % in number in the entire group of contractors in this country. Typically they are headed by an engineer or two who are also the owner of the company. They are an acute shortage of competent technical as well as managerial staff. 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. Their financial management is in general carried out the manager himself who is often less familiar with accounting procedure. Their financial bases are very fragile. They sometimes have difficulty to supply initial payment of a work such as a bid bond, performance bonds, etc. Regarding construction equipment, they rarely possess their

<sup>21</sup> "Construction Industry Developments in Tanzania since Independence", *The Contractor* (2002, January), P. 8

<sup>22</sup> NCC: National Construction Council, CRB: Contractors Registration Board, TACECA: Tanzania Civil Engineering Contractors Association, ERB: Engineers Registration Board.

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own equipment, and thus they hire them according to job prospect and as a work requires. But the availability of equipment is highly unpredictable.

Aware of these issues, the national bodies of the industry have been working hard to improve the situation.

Construction Industry Policy has been already adopted in February 2003. Its strategy is expected to be finalized in November 2003. The Small and Medium Enterprise Development Policy was also adopted in 2002, though the contents are still at the level of a vision, goals, mission, objectives.

Regarding training activities, NCC has been carrying out a number of courses. For example, during the three year period of 2001-2003, it offered 40 courses (20 in 2001, 13 in 2002, and 7 as of July 2003) covering such fields as procurement, tender evaluation, labor based technology, legal issues, etc. Parallel to NCC, CRB is also offering a number of training courses: under the name of "Sustainable Structured Training Programme (SSTP)", they carry out 6 courses in a year. The classes are divided in accordance with the class of registration. It is also expected that a comprehensive capacity building programme; Tanzania Construction Industry Capacity Building Project (TCICBP), will be launched in 2004 with a support from the USA government. Besides these training programmes, MOW and donors carry out their own programmes to promote technical ability of contractors, especially of the labor based contractors.

With regard to access to credits, the industry presses on establishing a few special funds for contractors. The industry has a scheme to establish the Construction Industry Trust Fund (CITF) which aims at promoting training of the industry. The access to CITF is not limited to contractors. It is open to engineers, surveyors, quantity surveyors, and other trades of the industry. NCC took initiative in developing the Construction Industry Development Fund Ltd. (CIDF). It was registered in October 2002 and obtained a full support from the government. Some donors also showed interest to support it under TCICB Project. In parallel to CIDF, CRB also initiated to establish the Contractors Assistance Fund (CAF) which aims at supporting small contractors in mitigating their financial constraints. CAF was first proposed in the contractors' annual workshop in 2001, and recently CRB succeeded to establish a special fund of TS 600 million. Small contractors can now obtain a loan with a low interest rate, and use it for bidding bond and/or performance bond. Under this scheme, CRB can act as a guarantor for contractors when they take loans from commercial banks.

In the country, the shortage of construction equipment is significant. In the past, there was a government initiative and donors' support, but they have so far failed to achieve their original goals. For example, in 1995, MOW established the Plant and Equipment Hire Co. Ltd. (PEHCOL) under the reform of the IRP. Before then, equipment was either brought in anew by contractors (mostly foreign) or the disposal of previous projects. In this plan, the Ministry intended to allow their equipment to rent out to the private sector so as to facilitate the equipment use in the industry. The World Bank and other donors also contributed to the plan with the fund of US\$ 5 million by supplying maintenance equipment to many regions. However, after several years, this trial has been turned to be a failure, and at present PEHCOL is not active any more.

Currently, most of machine rental businesses are a sort of a side-business of contractors. Namely, equipment are rent out from contractors who own them only when they are not in use and left idle in their

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workshop. When the contractors are busy in using them, however, the "rental machine market" shrinks immediately, causing acute shortage of machines in the industry. Besides those side-business contractors, TANROADS has machine workshops in DSM, Morogoro and Mbeya. TACECA also recently established an equipment rental company "Tanzania Leasing Company" to support and promote equipment-hiring industry of the country. It is heard that this scheme will gain support from some donors. Furthermore, as a new trend, there are a few new genuinely private rental companies emerging in the Dar es Salaam area. Such recent event may suggest a potential expansion of the market in the near future.



## 6. Issues and Challenges

Examining the present state of activities, following are identified as major issues and challenges in rural road sub-sector. The issues and challenges extend to a number of directions. Though they are described under separate section titles, they are often inherently interrelated each other. Therefore it is advisable for readers to take a broader view to understand the bottom of the issues.

### 6.1 Lack of General Information and Perspective

As a very basis of discussion, this sub-sector lacks the general information of activities, projects and programmes as a whole. To the author's knowledge, there seems no document available that can describe activities performed in this sector. Documents are available for Road Fund projects as well as for VTTP and LBT activities. But these cover only a part of entire rural road related activities. We have no comprehensive information about projects and programmes that individual donors and development partners carry out, despite the fact that some of the programmes are quite significant in terms not only of their scale but also of the impact on the economy of the region.

At present, basic funds are supplied from the Road Fund. And LGAs carry out their projects primarily based on that funds. If a LGA is lucky, however, it can expect an additional valuable support, financial and technical, from donors. Regarding donor supports, it seems that where, how much and how a support of rural road improvement is provided are almost totally up to donors.

The lack of coordination, or the lack of information sharing among concerned parties, makes it difficult for anyone who envisages the improvement of this sub-sector to hold a perspective and to contemplate an effective approach toward the future. This lack also results in a lack of ownership on the side of government to initiate any strategic planning for the sub-sector. It is vital for the Tanzanian side to take more active role in designing the way donor supports are carried out. Given the limited amount of resources available for this sub-sector and the long-term nature of the issue (improvement of rural roads), some sort of coordination is indispensable to prepare an efficient and effective strategy for the issue.

### 6.2 Lack of a Framework Document

As a direct result of the first issue above, the sub-sector lacks a framework document. Such document is indispensable for the tasks required in this sub-sector. Given the severe resource constraints and the vast network length of the roads, the tasks inevitably demand long enduring efforts. A framework document serves as a guide map that shows the direction and steps to be taken along the long way to edge up to the goal. Without such a framework any efforts for the sub-sector would end up with a pile of separate projects each of which has short-lived temporary impacts on the state of the road network.

A framework document is also important as a device to address an issue and to change people's mindset. Regarding the issue of rural roads, there seem to be two mindset issues hampering our effective tackling on the task. One is concerned with the view of the rural road problem, and the other is related to the method of construction works.

Mindset issue 1: Currently the problem of rural road improvement is more likely considered as simply a road issue. The perception goes as follows: rural roads are now in bad shape; their quality (passability) and quantity (length of network) are insufficient; thus measures should be taken, and measures are in

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general justified on the basis of cost-benefit analysis where, as a benefit, the savings of vehicle operation costs are taken. In such a perception, projects are justified only by cost and benefit of conventional road projects. This perception seems a direct extension of a conventional road development policy, in which major road network of Tanzania has long relied upon.

However, for rural road improvement, mindset has to be changed. The issue of rural roads should be considered in a much broader perspective including such rural development aspects as income opportunities, skill enhancement, community empowerment, industry fostering, and after all activation of local economy. In other words, appropriateness of a rural road project should be examined by benefits other than conventional accounts. As such, rural road issue should be considered in the context of rural development. 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.

Another related perceptual issue is that, when a road issue is discussed, attention is often given to the length of roads available to people. But more fundamental question to be asked is for what purposes do we need to improve rural roads. The improvement of rural roads is not simply to increase the length of accessible road, but rather to increase the services that a network of roads is to deliver. This sort of view immediately requires us to consider the importance of prioritization.

Mindset issue 2: Another hampering perception exists with respect to road construction methods. A prevailing idea of the 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 it is 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.

### 6.3 Lack of Core Entity and Close Coordination between LGAs and Central Organizations

This issue is also a direct outcome of the first issue. Namely, if a sequence occasions is to be held to share information and to prepare a vision and plan, how would this process be organized; who will initiate the process? At present it is not clear which organization will take a lead in the rural road sub-sector.

Unclear demarcation: First of all, 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 too. Currently MOW is in charge of roads in general and responsible for strategic planning, technical standards and regulation. But it is more inclined to the sub-sector of trunk and regional roads with a reason that LGAs are responsible for rural roads in both planning and execution. And actually, individual LGAs are currently working hard to fulfill their duties of rural roads based on funds supplied from the Road Fund. Then there is PORALG of which function is primarily of coordination among LGAs regarding local affairs. If a vision or a strategic plan is to be prepared as an outcome of discussion and coordination among LGAs, it should be more likely that PORALG takes a leading role in the process. In anyway, it is important to make clear and agreed upon among concerned parties who will take a leading role in the sector before launching any activities at the national level. In

order to achieve such action, there must be a core organization to consult with donors, coordinate with stakeholders, and to be a driving entity for such a long-term endeavor of rural road improvement.

In addition, close information flow between the LGAs and the central authorities is missing. This is particularly crucial in terms of mitigating technical and administrative constraints that LGAs are currently facing. At present, the information flow from the center to the local is as a form of instruction and regulation, while the flow of the other direction is mostly of a form of financial report. While it is expected that the center will supply advisory of technical and administrative skills and knowhow, noticeable activities have not yet been realized. In this respect, the role and functions of the regional administration (RA) office should be reconsidered. While it is important to maintain and promote decentralized administrative structure of the country, much closer interaction in terms of technical, planning and administrative matters should be sought for.

This insufficient information flow is further exacerbated by the currently on-going decentralization reform where the power of central authorities is devolved on LGAs. This present reform, together with the stipulation that the improvement of rural road is the responsibility of individual LGAs, helps bring about a sort of reserved attitude on the side of the center in enquiring relevant information of the sub-sector in every LGAs.

#### **6.4 Insufficient Funds and Unsatisfactory Fund Flow**

Funds for improving rural roads are absolutely insufficient. Regarding 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.

On average, each district council receives approximately TS 120 - 130 million every year from the Road Fund. For a very simple routine maintenance (such as grading/leveling, bush clearing and minor re-graveling) the average cost is TS 0.8 - 1.0 million per km. Therefore a simple calculation gives the maximum length of road to be maintained by the funds from the Road Fund to be 150 km ( $120 / 0.8 = 150$ ). This length is only 25 % of the average network length of rural roads of a council, i.e. 580 km. While some privileged LGAs receive additional donor supports, those are only a few. A majority of LGAs are dependent upon only the supply of the Road Fund. Therefore insufficiently of funds is unarguably a most significant obstacle in the rural road sub-sector. However, as immediate increase in the amount of available funds is not foreseeable in any time soon, it is more practicable for us to focus better use of presently available resources.

One important issue in this respect is the flow of fund from the Road Fund to individual LGAs. If we compare the present state of fund flow with the one in five years ago, there is a significant improvement. Previously funds were supposed to be disbursed quarterly, but actual dates of delivery were erratic and the amount was often unpredictable. At present the disbursement is more stable and predictable. Every year the Road Fund announces monthly estimate of disbursement and the amount of disbursement is fairly uniform. However, there is still an issue to be improved. Please see the table below.

Table 6.1 FY 2002/03 Road Fund Disbursement (Plan and Actual)

No. of Dist.	Planned-			Actuals-					
	Month/Date	Disb. (Mil.TS)	Accm. (Mil.TS)	Accm. (%)	Month/Date	Disb. (Mil.TS)	% of Planned	Accm. (Mil.TS)	Accm. (%)
1	July	1,618	1,618	8.4	Aug. 13	1,618	100.0	1,618	8.4
2	Aug.	1,856	3,474	18.0	Sep. 10	1,375	74.1	2,993	15.6
3	Sept.	1,910	5,384	27.9	Sep. 30	1,552	81.3	4,545	23.7
4	Oct.	1,647	7,031	36.4	Nov. 15	1,052	63.9	5,597	29.2
5	Nov.	1,753	8,784	45.5	Dec. 11	1,409	80.4	7,006	36.5
6	Dec.	1,609	10,393	53.8	Jan. 16	1,654	102.8	8,660	45.2
7	Jan.	1,756	12,149	62.9	-	1,600	91.1	10,260	53.5
8	Feb.	1,597	13,746	71.2	-	1,483	92.9	11,743	61.2
9	Mar.	1,669	15,415	79.9	Apr. 01	1,469	88.0	13,212	68.9
10	Apr.	1,710	17,125	88.7	May 02	1,653	95.7	14,865	77.5
11	May	1,486	18,611	96.4	June 10	(Disb.No. 1) 2,537			
12	June	691	19,302	100.0	ditto	2,537	367.1	17,402	90.8
13	-				June 18	485		17,887	93.3
14	-				end of Aug.	1,287		19,174	100.0
Total		19,302	19,302	100.0		19,174		19,174	100.0

Note: \*1. Annual Performance Agreement for District, Urban and Feeder Roads Maintenance Work for FY 2002/03 between RFB and FORALG, (Aug. 2002)

\*2. Data obtained from Road Fund Management Unit, FORALG

\*3. Date on which a request of disbursement is submitted to RFB from FORALG

In the table, the right side columns are of planned, which is the same as shown in Chapter 5, while the left are actual. As seen in the left, the actual disbursement has a general tendency of delay and lower-than the estimated in amount. It has been observed that, at the end of a fiscal year, LGAs often leave fairly a large portion of funds disbursed from the Road Fund. Following table shows the last year results of several districts. The districts were chosen at random. As seen in the table, some districts have managed to leave less than 10 % unspent, while some districts have left more than 50 % of the total receipts. On average, every district has failed to consume approximately 30 % of the total funds from the Road Fund.

Table 6.2 Some Districts with Total Received and Unspent Funds (FY2002/03)

Region	District	Total Receipts (TS million)	Unspent Funds (TS million)	Unspent in % of Total
Arush	Monduli	137.8	17.2	12.5
Coast	Kibaha	135.1	76.1	56.3
Dodoma	Kongwe	142.0	78.8	55.5
	Mpwapa	152.9	51.5	33.7
Iringa	Iringa Rural	150.0	17.3	11.5
	Njombe	135.2	4.2	3.1
Kagera	Ngara	150.1	35.2	23.5
Kigoma	Kibondo	160.1	48.0	30.0
Kilimanjaro	Rombo	160.0	94.4	59.0
	Same	157.2	27.6	17.6
Lindi	Kilwa	143.0	33.8	23.6
Mara	Bunda	154.0	41.6	27.0
Manyara	Simanjiro	136.4	3.9	2.9
Mbeya	Ileje	147.0	37.6	25.6
Morogoro	Kilosa	157.1	36.7	23.4
Mtwara	Tandahimba	147.0	96.0	65.3
Mwanza	Misungwi	139.0	49.0	35.3
Rukwa	Mpanda	147.0	41.0	27.9
Ruvuma	Songea Rural	144.6	18.0	12.4
	Meatu	147.1	93.4	63.5
Shinyanga	Bukombe	140.2	57.4	40.9
	Manyoni	144.0	51.6	35.8
Singida	Nzega	143.8	36.4	25.3
Tanga	Lushoto	142.5	43.3	30.4
Average of 113 LGAs		151.0	46.3	30.7

Source: Data supplied from the RF Management Unit of FORALG

Authorities at the central level tend to see this as a symptom of insufficient capacity of the local authorities. This is of course one reason for the phenomenon, but another reason seems to be the delay of the disbursement. As seen in the upper table, the first delivery is almost at the middle of August (note

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that the date in the table is the one of request submission) which is already almost one and a half month after the start of new fiscal year. After this first disbursement, monthly delivery is made in a more or less regular fashion. But at the very last of the year, in June, almost 15% of total annual disbursement is made within a couple of weeks. In addition, there was another disbursement in the next August which is already in the next fiscal year. Combined these two disbursements, a total of 23 % of entire budget was not supplied at the very end of the fiscal year. If we consider the regulation on public procurement which is discussed below, it is reasonable to assume that a LGA is unable to spend the planned budget at least to the extent of 23%. In addition, if we consider the restrictions incurred by rainy weather on the execution of road works, the problem of late disbursement is fairly serious for all LGAs. While this delay is basically caused by the process of collection through the Tax Revenue Authority, it is expected that certain measures be taken to improve the monthly disbursement patten of the Road Fund.

The unsatisfactory fund flow described above is further complicated by the regulation for public procurement<sup>23</sup>. The PPA is currently under an active discussion and amendment process. Though the present amending is only for the PPA, the spirit of amendments is reflected to the PREGS. The general pattern of amendments seems to be helpful for a more effective and efficient contracting procedure. A particular concern to the rural road projects is the regulation that prohibits a public body to enter contract without securing sufficient amount of funds at bank accounts. This rule together with the late disbursement of funds interrupts the smooth project implementation of LGAs. What often happens is that LGAs either produce a number of small contracts or wait until sufficient funds accumulated at a bank and then enter contracts. If the accumulation fails to reach a targeted level by the start of rainy season, the project will be postponed to the end of rainy season. In such occasion, the LGA would most likely end up with significant amount of unspent budget at the end of a fiscal year. Therefore it is fairly important to ease the concerned regulation. While there is a concern of misuse of funds without such regulation, the same effect of the regulation can be dealt with effective monitoring, while same effect of smooth project execution can not be realized with such regulation put in effect.

### 6.5 Insufficient Coordination with other Programmes

Besides rural road projects based on the funds from the Road Fund, there are many projects and programmes, as described in Section 5.5, performed and being performed by the support of donors and international development agencies.

However, because of no information sharing among relevant parties, experiences in those projects/programmes are not shared at all with other parties. For example, VTTP and TASAF have similar features in their project implementation except for wage payment to local participants. But because of the lack of information sharing, the two programmes miss a valuable opportunity of re-evaluation of their respective schemes in comparison with the other. Furthermore, because of the rather contradictory policy on wage payment between the two programmes, the local population was confused, and negative effect was caused on the side of 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.

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<sup>23</sup> These regulations are the Public Procurement Act (PPA) for the procuring entities at the central level, and the Procurement Regulation for Works, Goods and Services (PRWGS) for the entities at the local level such as LGAs.

## 6. Issues and Challenges

Also, the fact that some of the LBT projects in TASAF 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.

These examples are just a few of many potential benefits expected from information sharing. . Given the limited amount of resources, the strategic use of resources is of the greatest importance in rural road improvement. In this context, coordination among parties not only provides a platform for preparing a strategic plan but also allows them to evade unnecessary mistakes, duplication and waste of resources.

Another issue with respect to the coordination with other programme is the one with the LBT Promotion. Recently the LBT has eagerly been promoted by the Appropriate Technology Unit of the Ministry of Works, and gained remarkable attention and seems to succeed in bringing itself into the mainstream of a national policy. While the employment of the LBT is fundamentally a matter of technical choice, the implication thereof to rural road improvement should not be overlooked. Namely, LBT can bring about income opportunities and skill training for local communities. Therefore, in the process of programme implementation, it is indispensable for a rural road programme to coordinate with the promotion of LBT so as to take advantage of benefits accompanied by the employment of LBT.

### 6.6 Issues of LGAs

#### 6.6.1 Planning aspect:

The first issue in planning aspect is the insufficient coordination between the engineer's office and other departments, e.g. agriculture or health departments. Interviewees responded to the issue by saying that such coordination is unnecessary because due consideration is given in the engineer's selection process, or in the DMT discussion. However, such infrequent consultation seems still insufficient to exploit the full potential of a strategic planning. The fact that an annual plan is often determined by an equity consideration also suggests the very limited awareness of the needs for strategic approach.

Similar issue is the lack of criteria for prioritization. As one study in Ghana suggests, careful and thorough prioritization results in a conclusion remarkably different from the results of a conventional prioritization method<sup>24</sup>. Given the limited amount of resources available to the district government, it is more effective than otherwise to allocate the resources in a strategic way. Spread over many roads without clear focus, the resources are consumed without making full use of their potential.

In some districts, the introduction of DROMAS is being looked forward to: for example in Magu district where district engineers and technicians have already trained and familiar with the system. Conducting prioritization based on an embedded logical structure, the system is expected to improve the planning process as it enables the engineers to present a plan with objective reasoning. This would make political interventions less likely and give chances for engineers to focus on technical and economical consideration to select projects. But the introduction would cause a negative impact in that the engineer's office might be less likely to consult with other departments because the computer software produces results in accordance with a pre-determined selection logic no matter how they consult with other departments.

In addition to the issues of consultation and criteria for prioritization, there is another issue: many LGAs

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<sup>24</sup> Footnote of Ghana instance

have no multi-year work plan. As mentioned elsewhere in this report, a long-term framework is indispensable to tackle this resource-stricken sub-sector.

Parallel to the LBT promotion, DROMAS is also in the process of dissemination to the entire nation. While the employment of this software is highly beneficial to LGAs to prepare and keep up annual plan of their projects, the deployment thereof does not immediately realize a sound planning. First of all basic data such as road inventory and economic and social data need to be collected and input into the programme. At present not all LGAs have such information ready for use. In addition, these data need to be updated in every year or two. For all these enduring and rather meticulous work, LGA staff needs to have some sort of discipline which is similarly required for present recording and reporting practice. Therefore it seems important to provide disciplinary system in parallel to the introduction of DROMAS to shape up the data collection and record keeping conduct of LGA staff.

Another issue in the planning aspect is the relationship with communities. Basically it is more beneficial for planning to consult with local communities regarding priorities of road improvement. But on the other hand, the consultation should be made with good facilitation for communities to induce communities to notice the importance of public goods such as roads.

#### **6.6.2 Project execution aspect (Contracting and Monitoring):**

Given the level of technical requirements for rural roads, the current standard contract documents seem to be too comprehensive. A much simplified set of documents may be sufficient for the use of LGAs. This idea may be further justified if we consider the frequency of contracting at the LGA level. Because of the present institutional set-up; the requirement by the procurement regulation and monthly disbursement of the Road Fund, LGAs are to some extent obliged to carry out either many small contracts or a few large but later-stage-of-a-year contracts. It is generally observed that LGAs tend to follow the former practice. Therefore if this is the case, it makes much sense to let LGAs use simplified formats and reduce their administrative burden. The quality of works should be assured not by the complexity of formats but by better and effective monitoring.

Regarding the contract documents, another issue is the lack of LBT standard formats. The lack of such formats seems to prevent LBT projects from being employed widely in rural road projects even though training have been offered to many engineers and technicians. The preparation of a LBT standard documents may be coupled with the effort to simplify the present formats.

To secure the quality of works, appropriate monitoring and supervision are important. At present, it is difficult for engineer's office to be up to the expectation due to the lack of transportation. However, effort should be made to increase the frequency and the level of monitoring and supervision activities. Parallel to the monitoring and supervision activities, the engineer's office should strengthen its capability of evaluating contractors' skill and management. The results of evaluation should be utilized as a qualification data for the next tendering. Such practice is beneficial to contractors too. Because if such feedback is in place, contractors can predict better job opportunities in the next tender as they expect their past records give them advantages in the selection. Then such positive circle of better works and better job opportunities will contribute significantly to produce a stable and active private sector.

#### **6.6.3 Administrative aspect (Recording and Reporting):**

The major issue of the administrative aspect is the lack of system and will of officials for data collection,

## 6. Issues and Challenges

compilation and arrangement for future use. The engineer office does not file data properly, nor re-arrange them into other formats for the use of 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.

Therefore, first, it should be made clear for all LGAs that data processing is the foundation of development. Data is necessary for both planning and evaluation. Better data processing makes projects more effective. The engineer's office needs to be requested to arrange current data in more systematic and strategic way. The office should also be encouraged to re-arrange and make much better use of the current data.

### 6.6.4 Financial aspect:

Apart from the absolute insufficiency of funds for road improvement, the serious issue is the low level of financial accountability. While the total misuse of funds is rare, the quality of bookkeeping and data arrangement is generally poor. Therefore, in the same context as the administrative issues, LGAs need to improve data processing ability. Especially in the financial aspect, the Road Fund is a block fund, the accountability for which is left on LGAs.

### 6.6.5 Human resource aspect (Quality, Quantity and Incentive):

As indicated by the ERB Report, it is necessary to increase the number of competent engineers and technical staff. But urging only the expansion of technical personnel may blind us to another subtler but important issue.

While the total number of technical staff is limited, there seems a problem of inefficient use of presently available personnel. It is important to realize that day-to-day operations at the district level are mostly done by technicians. They are responsible for project monitoring, data recording, bookkeeping, tender documents preparation, and many other jobs. However, despite their jobs, their promotion is restricted by the law [the Engineer Registration Act] that stipulates qualifications for an engineer. A technicians can not be qualified as an engineer unless they obtain a necessary degree from designated colleges. No consideration is given to on-the-job experiences. 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. The amendment of the law would be beneficial because, with this sort of flexibility of qualification, the number of qualified engineers should be increased more quickly, and at the same time this system should motivate a number of technical staff currently categorized as a technician to gain more experiences and skills, which in turn give a positive impact on the practice at work sites.

Another issue is the excessive participation of engineers and technicians in meetings and seminars. As a result of the wide-spread promotion of capacity building, there are in fact many seminars and training activities opened for technical staff. It is often the case, however, 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



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for government officials to attend as many meetings and training courses as possible 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 seminar-attending 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.

### 6.6.6 Physical resource aspect:

Though the deployment of transport vehicle is an important issue, the present state of resource limitation does not assure quick solution for the issue. If physical means are not readily available, some other measures should be sought for. Therefore a proposal is made in Section 7.5 where a system of outsourcing is conceived. The system is constituted by a number of petty contractors who substitute for engineers/technicians in monitoring the work of contractors. The system may be applicable to inventory survey, too.

Regarding office equipment and supplies, the same resource restriction applies to. No immediate remedies are expected. Therefore, the issues are no longer how to deploy such means, but how to deal with the problems without such means. Here again, needed measures would be the effective use of human resources. It is thus expected that office staff would be trained and disciplined well so that they can cope with tasks without a great increase of office supplies.

### 6.6.7 Technical skill aspect:

While the technical standard of engineering staff seems satisfactory in the conventional sense, it is noted that training would be desirable with more focus on the technical skill from the client's perspective. Such skills would include cost estimates, site supervision, quality monitoring, and evaluation.

In the LBT training, the focus is currently on improvement of technical knowledge. While this is definitely an important point for LGA engineers, the subtle but significant point to be addressed in the training session is that LGA staff is concerned with road project as a client, i.e. a supervisor who monitor and evaluate private contractors performing works at sites. Therefore when training is given to LGA personnel, it is given from the perspective of client, i.e. how to monitor, how to evaluate, what are the common mistakes of contractors at work sites, etc. Evaluation of contractors is of particular importance, because sound and fair evaluation will be the basis of tender evaluation of next project, and those contractors who put effort to produce good work should be able to expect better chance of being awarded next job. This positive cycle, i.e. good performance, proper evaluation, and better chance of job, should contribute to promote local small construction industry.

Regarding training for LBT, though a number of engineers at a district level are already familiar with the concept, 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.

### 6.6.8 Community relation aspect:

In general, community participation in the planning process is still limited. Though engineers who are

## 6. Issues and Challenges

responsible for a road project annual plan would know general sense of community demands, it is always more beneficial to have more active interaction with communities. Such interaction brings about not only the sense of responsibility for communities but also greater efficiency for the use of resources. The introduction of DROMAS would facilitate such interaction because the system includes communities' ranking evaluation of roads as a basic data for prioritizing road works.

If LBT will further be promoted in the works of rural roads, the element of community relation would become more important. In a maintenance work, the LBT approach encourages the district government to hire an individual contractor for their regular maintenance work. In such projects, local communities would expect not only economical stimulus of better roads but also income opportunities. Furthermore, it would be possible if there were a system in which a sort of certificates are issued by authority for workers who joined the project and proved to be capable in some tasks, and if these certificates were given recognition in labor market, such measures could further stimulate job market in the local economy.

### 6.7 Issues of the Private Sector

Under the current general trend of the country that more market-led activities are promoted, the role of the private sector in the rural road sub-sector will be ever more important. Unfortunately however, the present situation of the private construction industry is by no means satisfactory. There seem a number of issues hindering contractors, particularly the small-scale local ones, from carrying out professional quality work. The issues are in general attributed to the shortage of human capacity, physical capacity and institution.

The shortage of human capacity of small contractors seems to be the most serious issue. Local contractors are particularly short of competent technical, managerial, and financial personnel. One expert of the industry describes the issue as composed of: (1) incompetent design and documentation before tendering, (2) incompetent pricing, (3) poor handling of variation orders by both contractors and clients, (4) mismanagement of resources, (5) failure to manage disputes and related claims, resulting delays and non-payment of final certificates<sup>25</sup>. These shortages often result in unfinished works, below-standard quality of works, and bankrupts of firms.

The shortage of physical capacity is also serious. This is typically the shortage of construction equipment. Because of the limited number of equipment, when construction work concentrates, for example in May, contractors have difficulty to obtain suitable equipment in a timely manner. They often end up with receiving only unsuitable ones, suitable but very old and thus quite inefficient ones due to frequent break-down, or unable to find at all. Any of these situations causes delay and below-standard works. As described in Section 5.7, rental equipment market of the country is just on the eve of development. It is only recently that a few rent-specialized companies began operation in the areas of major cities. To make the rental market develop, secured payment for hired machine is vital. This point is suggested by an example of one district. In that district the local authority makes a special arrangement with contractors in that the authority preempt a part of project budget for the payment to be made to TANROADS from which the contractors are supposed to rent equipment. Because of this arrangement, contractors of that district enjoy a privileged status in hiring equipment from TANROADS. As this example suggests, if payment is guaranteed, there should be more private undertaking for renting

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<sup>25</sup> "Training local contractors into the third millennium", *The Contractor* (2000 January), P. 18

machines for contractors.

Institutional problems are also serious. The first and most important is the contractors' limited access to credits. It is a vicious circle in that contractors are susceptible to minor irregularity of the market because of the limited access to funds, and in turn because of this susceptibility, financial institutions are less willing to offer access to loans. Local contractors are sometimes even unable to prepare performance bond for a project. Though some efforts have been made in this respect, much should be done to ease the situation.

In terms of the promotion of LBT in rural road sub-sector, the expansion of LBT training is also important. In many districts, local contractors are eagerly expecting to obtain the status of the LBT contractor. However, in order for a contractor to obtain such qualification it needs to go through rather long course of class as well as site training. And thus, opportunities for such training are still limited. It is therefore recommended to enlarge such training activities especially for local contractors.

Some of the issues that local small contractor encounters in practice are intertwined with the poor conduct of client as well. One of the issues is the job security of local contractors. The problems are twofold: political interference in the tendering process, the poor practice of work valuation. The former has been addressed by the recent regulation which now prohibits councilors to become a member of tender board. The latter needs some measures. The issue is the ability of the clients (LGAs) to evaluate effectively the quality and nature of the works performed by contractors. If efforts of a contractor is appropriately evaluated, recorded and made use of in the next job opening, it is a great incentive for contractors to improve their performance. They would take risks to invest to the future and accelerate their capacity building.

## 7. Proposals for Institutional Strengthening of Rural Road Sub-sector

In order to cope with the issues described in the previous chapter, following measures and actions are proposed. Some of the proposals are more difficult to put in place than others. Some require lasting effort, while others are more like a one-time change. They are grouped and presented in this chapter in accordance with the domains of issues. These domains are;

- A. Organizational Foundation
- B. Strategic Resource Allocation
- C. Effective Fund Flow
- D. Execution Capability
- E. Effective Support
- F. Capacity Building

The order of domains corresponds, in the author's view, to the order of significance.

### A. Organization Foundation

#### A-1. To Clear the Demarcation of Power and Responsibilities among Ministries

The demarcation of powers and responsibilities over rural road sub-sector should be discussed and clarified among ministries, especially between MOW and PORALG at an earliest stage of the activities. From the author's viewpoint, to the extent that LGAs will be responsible for the execution of rural road projects, PORALG seems to be a key organization to coordinate the effective implementation of rural road improvement activities.

#### A-2. To Strengthen the Capacity of PORALG

Given that PORALG would take a leading role in the field of national coordination for rural roads, it is necessary for PORALG to strengthen its capacity for that task. But it should be reminded that the expected role of PORALG is not to direct or instruct LGAs but to coordinate and bridge information between LGAs and central organizations as well as donors. It should be understood that while actual implementation of rural road works is left on LGAs, they are still in need of various supports from the center, not to mention the funds from the Road Fund. For example, LGAs need technical guidance and training opportunities from MOW, contractual advise from the central tender board, planning advise from PORALG (and LGRP offices), etc. In addition, from the center, it is necessary to monitor and advise the practice of LGAs, while from the district they like to have channels to convey their requests and opinions to the center. At the junction of this two-way linkage positions PORALG.

Therefore, PORALG is responsible for coordinating information flow among LGAs and line ministries at the center, and for collecting and disseminating information between the center and the LGAs. It is thus in this sense that the capacity of PORALG should be strengthened to streamline the activities of rural road sub-sector.

To be concrete, it is proposed that the present Road Fund Management Unit would be expanded both in number of staff and the range of duties. The new office, for example "the Rural Infrastructure Unit"<sup>26</sup>,

<sup>26</sup> The name is tentatively chosen to allow future expansion of the tasks of the office. Future tasks may include the issues of such sectors as water, public building, electricity, etc.

will assume the responsibility of coordinating and streamlining information about rural roads. Again it should be emphasized that this office is not itself a technical policy maker nor technical evaluator. It is rather an information conveyer and flow controller. The primary task of this office is to promote better information flow and coordination between the LGAs and central line ministries.

#### **A-3. To Form a Coordination Forum**

Given the present circumstance that no general information and perspective are available, the first action should be to set up a forum to share information among relevant parties. The immediate goal of such forum should be the exchange of information among parties about activities in the rural road sub-sector. The collection of information is the first step to understand the overall scale and structure of the sub-sector

The purpose of the forum would be expanded in a phased way. The first goal is, as said above, to gather information and try to comprehend the entire sub-sector. Once the overall picture of the sub-sector is cleared, the forum could raise its target to exchange ideas and opinions to discuss effective ways to fulfill the goal of the development of a comprehensive rural road network. Such discussion should lead to a formulation of a vision and then a strategic plan. In addition, if feasible, a sort of a sector wide approach would be contemplated.

The primary participants in the first stage may include; major governmental organizations such as MOW, MOCT, PORALG and RFB, and major donors active in the rural road sub-sector. The range of participants should be expanded as the tasks of the forum expand. For example when the forum will discuss the vision, it should invite representatives from LGAs as well as the private sector. When the forum intends to prepare for a sector wide approach, it should encourage as many as donors, NGOs and other stakeholders to take part in the process.

### **B. Strategic Resource Allocation**

#### **B-1. To Prepare a Framework Document for the Rural Road Sub-sector**

It is very important to have a framework document for the improvement of rural road. This is because; (1) the task (rural road improvement) requires a long enduring commitment of the government and other stakeholders, (2) without coordination under a common understanding the maximum use of the limited resources would not be attainable.

In such a framework document, it is important for the government to define its approach toward the rural road improvement. It should be stated that rural road improvement constitutes a major component of a rural development programme, as it contributes to rural communities with the positive effect of income opportunities, skill training and the empowerment of local communities. The document should also make clear the commitment the government to the use of LBT as a core method of rural road projects. The importance of prioritization with sufficient consideration to economical and social factors should also be included in the document. It is also important that the document states the relative demarcation in purposes between funds from the Road Fund and donors. The document should also include a strategic allocation of the Road fund as well as donor resources to streamline the rural road development with the nation-wide development plan. In this context it is of particular importance to state the links of the rural road development with the development of agriculture sector.

**B-2. To Make a Better Coordination with Other Programmes**

Currently the central government's interaction with LGAs in rural road sub-sector is confined in the supply of funds through the Road Fund. There is neither a specific policy nor a plan for coordinating the activities of the rural road sub-sector with other programmes. While the urgency of preparing a framework document has been stated above, it is also important to make clear in the document the connection of rural road improvement with other national programmes. The programmes in this context includes RSDP, ASDP, VTTP, LBT, and TASAF.

For example, the Agriculture Sector Development Programme that focuses on the market-oriented development of the sector has close relation with the sound services of rural roads. The documents of the ASDP actually mention about the importance of rural roads, but they are short of practical strategy on how to improve rural roads. Therefore it is essential to present the strategy of rural road sub-sector with a clear link to the agriculture sector development.

LBT is also another example. LBT is presently promoted mostly on the basis of technical advantages. However, because the advantages of the technology are most significant in rural areas where labor is relatively abundant and equipment is relatively scarce, that programme should be promoted with direct linkage with rural road improvement.

**C. Demand-adjusted Fund Flow****C-1. To Make the Road Fund Flow more Demand-adjusted**

Though the current Road fund flow to LGAs is much better than in the past, there is still a room for improvement. Currently many LGAs conclude a fiscal year with a large sum of unspent budget. One of the reasons for this problem is the delay of fund disbursement. From the viewpoint of LGAs, the earlier the funds are available, the better they will be utilized. Therefore, it is strongly recommended that, with some financial arrangement, the funds should be disbursed from the early time of a fiscal year.

In addition to this, the amount of monthly disbursement should be arranged so as to accommodate the seasonal climate influence upon road works. Desirably the distribution is made in such a way that major road works can begin before a rainy season starts, and at the end of a rainy season a significant sum of funds will again be distributed timely so that road works can start immediately after the season. In addition, if the labor-based method would be promoted, consideration should also be given to the availability of laborers. For example, road works will not progress well during a harvest season. Thus the supply of funds should be adjusted accordingly.

**C-2. To Amend the Procurement Regulation**

The procurement regulation which prohibits public bodies to enter a contract without securing sufficient funds should be amended, or at least eased, in order for the bodies to begin projects swiftly under the circumstances that funds are reasonably expected to flow-in in the near future.

**D. Execution Capability****D-1. To Tackle the Issues of LGAs by the following Measures**

As described in the previous section, the LGAs have numerous challenges to raise their capacity. The chief measures to cope with the challenges are described here. They are roughly classified into three

groups: new actions to be taken, establishing an enabling environment, and training. Training issue is described in Section F.

#### **[New Actions]**

- LGAs should hold more frequent consultations among departments, especially between an agricultural and engineering department, to exchange information and discuss prioritization in planning.
- LGAs should be encouraged to adopt clear criteria for prioritization and project planning.
- LGAs should be requested to prepare a master plan for the improvement of their local road network. Parallel to the preparation of national vision for rural road improvement, it is recommendable for individual LGAs to prepare a 3 to 5 year long-term road improvement plan. Given such information for a majority of LGAs, the RFB can estimate a long-term requirement of funds to fulfill the projects of the nation.
- LGAs should be encouraged to improve evaluation practice of contractors, and to reflect such information to the tendering process thereafter.
 

While an oligopolistic state of a market where only a few contractors participate should be avoided, consideration should be given to promote 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 invest for their improvement and clients too can be assured good work from the contractors.
- LGAs should be encouraged to employ more focused task-setting among the members of the engineer's office. Such measures would help staff concentrate their respective tasks and results in more efficient task execution.

#### **[Enabling environment]**

- To simplify contract procedure at LGA level
 

The present contract form used at LGAs is basically the one from the FIDIC international standard. This is comprehensive and appropriate to deal with rather scaled projects. However, for LGAs which deal with rural road small projects, the requirement of that format for every contract seems too costly and cumbersome relative to the value of individual project. It is thus beneficial to prepare a more simplified version of the standard contractual documents and procedures.
- To prepare standard tender and contract documents for LBT
 

In addition to the measures mentioned above, if LBT will be promoted to be applied in the rural road sub-sector, it is more beneficial for LGAs to have a simplified and LBT-adjusted contract format. A new standard formats for LBT should be prepared and authorized by the central government, and introduced to LGAs as soon as possible. This measures may be coupled with the one proposed above.
- To make contracting process amenable for LGAs' needs by either amending the procurement regulations or by adjusting the disbursement patter of the Road Fund.
 

This issue is partly discussed in Section C already. Many LGAs have difficulty in consuming entire funds from the Road Fund. The reason for this difficulty is of course partly of their low execution capacity, but the other part of the reason lies on

## 7. Proposals

the late disbursement of funds and the procurement regulation which prohibits public bodies to enter contract without securing sufficient funds. It is therefore recommended to alleviate either of the conditions so that LGAs can carry out projects with much ease.

### → To provide promotional opportunities for technicians

As discussed in the section of Human resource aspect of LGAs, technicians are not given sufficient incentives despite their active roles in the field. In regard of the shortage of qualified staff in districts, it is recommendable to open the promotional opportunities for the people of technician class.

### → To avoid unnecessary attendance to seminars and workshops

It is unwise to simply believe the learning at workshops and seminars brings about sufficient skill for technology. Excessive attendance by technical staff should be prevented by careful inspection and record keeping on the side of sponsors of seminars and/or workshops.

## **D-2. To Strengthen the Capability of the Private Sector**

Measures to strengthen human capacity are mostly concerned with training. Therefore they are stated below in Section F. In this section, proposals are presented to cope with physical constraints and credit limitation.

Regarding the rental equipment market (for the time being, possession of own equipment is out of consideration for local contractors), first pursued is the effective use of existing fleet of machines. Actions to be taken include:

- To form a better information network about the availability of machines.
- To promote the practice of assured payment to equipment rental companies.
- To establish an effective coordination with TANROADS which is one of a few organizations equipped with sizable quantity of machines of reasonable quality.
- To examine the feasibility of a small machine rental market

Effort should be further made to expand the access of small contractors to credits. Though CRB has recently established a special fund for small contractors which has the capital of TS 600 million, the amount and geographical availability are still far short of the demands. It is therefore recommendable that such undertaking should be further expanded with support from government and/or donors. A strategy should be conceived to join the effort with other similar demands such as small and medium enterprise promotion and small scale credits in the agriculture sector.

Private sector should be encouraged further to adopt the labor based technology in their professional specialty. In this context, therefore it is recommended to increase the LBT training for contractors and the registration of the contractors with sufficient training and practice.

Other measures such as the promotion of joint-venture with competent contractors should also be pursued to enhance the capability of small contractors.



## E. Effective Support

### E-1. To Consider the Better Use of the Regional Administration

In addition to the strengthening the office of PORALG, it is also important to make better use of the regional administration (RA). At present, the role of RA is not well defined. It is generally said that RA has roles of monitoring and advising LGAs. However, in practice, RA is perceived (especially at the district level) nothing but an unnecessary addition to present bureaucratic institution. It is therefore highly recommended to urgently re-define the role of RA and make full use of that institution. For example, many of the tasks that RFMU of PORALG is presently performing could be entrusted to the RA level. Also it is feasible for the RFB to use RA to disseminate, monitor and report the conformity of LGAs to the performance agreement of the Road Fund. Such monitoring is currently conducted by the engineers of the RFB, but can be replaced by RAS engineers, and they can report to the Board in a much more timely and detailed manner. It is also possible to use RA to accelerate the dissemination of LBT in the country by training them first and let them take lead in the application of the technology.

### E-2. To Seek for a Coordination with TANROADS

While it is author's view that LBT is more suitable than conventional capital-intensive construction method to carry out rural road improvement (maintenance, rehabilitation and even construction work), it will take some time before LBT is fully adopted and applied to the rural road sub-sector. For the time being, many rural road projects will need to employ equipment-based methods. At the same time the engineering capability of district engineer office will be constrained for some time in the near future. In terms of these conditions, it should seriously be considered to find some way to coordinate with the existing TANROADS resources. At present TANROADS maintains a system of regional offices and their engineering and equipment capabilities (though TANROADS machine workshops are only at DSM, Morogoro, and Mbeya) are well above those of LGAs. For example, while the local authority should prepare their plan of rural road improvement, they would be encouraged to seek technical supports from a nearby TANROADS office. In a sense, TANROADS could be working in parallel to the technical support of the regional administration. Such cooperation from TANROADS may be effective to accelerate the improvement of local authorities' engineering capability.

## F. Capacity Building

### F-1. To Promote Training

#### [LGA level]

At the LGA level, following trainings will be useful.

- Technical training with emphasis on the client's tasks
- Technical training on LBT

In the LBT training too, the focus should be put on the tasks of clients

- Training in computer-based project management
- Training in financial management

In terms of financial training, it may be conceivable to conduct training as a component of the monitoring activity of the Road Fund Board.

- Training in administrative skills

Training of administrative skill is primarily good record keeping and effective reporting. The basic requirement is the same as the data collection and updating.

In order to facilitate this skill, following actions would be effective in the context of

## 7. Proposals

the Road Fund management: a simpler and more systematic than present format should be prepared; a writing manual should be attached; a clear message should be sent to LGAs that conformity and precision are requirement, and better reporting would be rewarded by extra consideration of budget next year while significant mistakes will be counteracted by reduction of budget. This sort of a draconian carrot-and-stick approach is not always best to motivate staff. But if it is applied carefully, it would give a positive impact on the administrative discipline. Another important point is that those reported facts should be used for planning. It has been observed that many LGAs have failed to re-arrange the quarterly report to an annual report and to make use thereof to the next year plan.

### **[Private sector]**

For local small contractors, trainings are needed in the following subjects.

- Financial management
- Machine management including repair and maintenance
- Technical skill, especially of LBT methods
- Cost estimates
- Work management [Cost control, Schedule control, etc.]

It is also important for the private sector to coordinate the training programmes currently conducted by different institutions like CRB and NCC (TACECA) so as to avoid duplication and save costs and time.

### **F-2. To facilitate Equipment Deployment at the LGA level**

To the extent that resources are available, following equipment should be deployed at every district engineer's office.

- Two motorcycles
- One set of office equipment  
[a computer with internet connection, a printer, a photocopy machine, a fax machine]

## Appendix I.

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## Appendix 2.

### Persons Interviewed

#### **[Ministries]**

##### Ministry of Works (MOW)

Mr. Willy Lyatuu, National Coordinator, Road Management Initiatives  
Mr. Laurent M. Kyombo, Senior Engineer, Appropriate Technology Unit  
Mrs. Ukende S. Msengesi, Project Manager, Appropriate Technology Unit  
Mr. Evans

##### Ministry of Communication and Transport (MOCT)

Mr. Abisai N. Temba, Director of Policy and Planning

##### President's Office Regional Administration and Local Government (PO-RALG)

Mr. Richard Musingi, Director of Regional Coordination  
Mr. F.E. Mbonde, Director of Planning and Policy  
Mr. Hilary S. Lyimo, Civil Engineer  
Mr. Sosthenes Rugaigamisa, Civil Engineer  
Mr. Shemangale, Civil Engineer  
Mr. Richard Lwoga, VTTP Coordinator  
Dr. Robert W. Kisusu, Rural Development Expert

#### **[Government's Organizations]**

##### Local Government Reform Programme Center

Mr. Simon K. Mbwilllo, Component Manager (Restructuring)

##### Tanzania National Roads Agency (TANROADS)

Mr. Joseph V. Lwiza, Acting Director of Maintenance  
Mr. Jumbe Katala, Civil Engineer  
Ms. Josephine A. Mwankyusa, Senior Sociologist

##### Roads Fund Board (RFB)

Mr. Charles Massawe, Planning and Monitoring Engineer  
Mr. Ronald Lwakatare, Planning and Monitoring Engineer  
Mrs. Rose Masenga, Accountant

##### National Construction Council (NCC)

Mr. Kesogukewe M.I.M Msita, Executive Secretary

##### Contractors Registration Board (CRB)

Mr. Magesa C. Bairi, Assistant Registrar, Research and Development  
Mr. Joe K. Malongo, Assistant Registrar, Registration Services

#### **[Development Partners]**

##### United Nations Development Programme (UNDP)

Mr. F. Blokhuis, Programme Management Advisor  
Mr. Jonas Giersing, Programme Officer (UNCDF)

##### UNDP/UNCDF Mwanza Programme Office

Ms. Noor Mbakile, National Programme Coordinator  
Mr. Geert Muijsers, UNDP/UNCDF Programme Support Unit Manager

Mr. Halifa R. S. Msangi, National Road Advisor

Tanzania Social Action Fund (TASAF)

Mr. Ladislaus M. Salema, Director of Public Works Programme

Japan International Cooperation Agency (JICA)

Dr. Akira Sugimoto, Rural Development Advisor

Danish Agency for Development Assistance (DANIDA)

Mr. Kyaw Htwe Myaing, Technical Advisor

### **【Private Sector】**

Tanzania Civil Engineers Contractors Association (TACECA)

Mr. Clement P. Mworira, Executive Secretary

Mr. Salim Dhiyeri, Treasurer

KONOIKE Tanzania Limited

Mr. Yoshimi Miyazawa, Managing Director

Dr. Naftali Mshana, Chief Engineer

Ntina General Enterprises Company

Mr. Ibrahim Shemangale, Technician Engineer

Kissesa Building Contractor

Mr. Enock Masele, Managing Director

Cyril Investment Company Limited

Mr. Cyril Joseph, Managing Director

New Centurm Construction

Mr. Ibrahim Yegela, Director

Mr. Slim Moshi, Managing Director

### **【Visited Districts and Programmes】**

Dodoma Region

Mr. Niko, Avting Director, Regional Veterinary Officer

Dodoma Municipal (Dodoma Region)

Mr. Labule, Municipal Engineer

Mpwapwa District (Dodoma Region)

Mr. Sylvester A. Balama, District Engineer

Mr. Yason Magombana, Technician (Road)

Mr. Robert Mwakitalima, Technician (Road)

Muheza District (Tanga Region)

Mr. K. Mboya, District Engineer

Mr. Juma Jonathan, TASAF Coordinator

Mr. Charles Mongi, VTTP Local Project Manager

Manyoni District (Singida Region)

Ms. Jane M. Senga, District Executive Director

Dr. Nazari J. Lyimo, TASAF Coordinator

Mr. Andrew Martin Kibona, TASAF Accountant Officer  
Mr. Godwin S. Mpinzile, Executive Engineer

Mwanza Region

Mr. Christopher Luhanyula, RAS Engineer

Magu District

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

Iringa District

Mr. Gabriel K. B. Freeman, District Executive Director  
Mr. Baraka Munisi, District Civil Technician

Njombe District

Mr. Mohammed Mkupete, District Executive Director  
Mr. Patrick Kanyagwa, District Engineer  
Mr. Shadrack M. Mhagama, Acting District Planning Officer

Coast Region

Mr. B. S Mtomaye, Regional Local Government Officer

Bagamoyo District

Mr. Samson Kalesi, Civil Technician

Kibaha District

Mr. Matern Shirima, District Executive Director  
Mr. Charles Kapama, District Crop Officer  
Mrs. Seraphine Chambi, District Extension Officer  
Mr. Michael John, District Civil Technician  
Mr. Kakuru V. Kissumo, District Civil Foreman

Mkuranga District

Mr. David Kilonzo, District Executive Director  
Mr. Mang'ara Magoti, District Engineer  
Mr. Salum Ngawile, Acting District Planning Officer  
Mr. David J. Hungula, District Civil Technician  
Ms. Rither Valentine, Acting District Agriculture Officer

Kisarawe District

Mr. Lewis Kalinjuna, District Executive Director  
Mr. Joeb Mutagabwa, District Engineer  
Mr. Augustine Ntumbo, District Subject Matter Specialist-Irrigation  
Mr. Man M. Kuji, District Civil Technician







国際協力機構

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12月－

今月のハイライト

- タンザニア本土各州に関する基礎データを作成した。
- アフリカとの戦略的パートナーシップ6 (SPA 6) 関連資料を作成した。
- 農業サービス支援プログラム形成のためのコンセプト・ノートに対するコメントを作成した。

平成15年12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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添付資料 5. FASWOG 会合議事録	
添付資料 6. Task Force No. 3 on Agricultural Services Formulation Mission Aide Mémoire Final Draft - 3rd December 2003	
添付資料 7. Comments and Questions on Agricultural Services Support Programme: Draft Concept Note - Version 5 for Discussion at TF-3 Meeting on 2 <sup>nd</sup> December 2003	

# 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) タンザニア本土各州に関する基礎データを作成した。

日本が今後、タンザニアの地方農業開発に対して、ASDP の枠組みの中でどのように協力すべきかを検討する際の基礎情報として、タンザニア本土各州を概観するデータを収集し、取りまとめを行った。

(2) アフリカとの戦略的パートナーシップ 6 (SPA 6) 関連資料を作成した。

チュニジアのチュニスにおいて、来年 1 月 19 日から 21 日にかけて本会合及びコーディネーション会合の開催が予定されているアフリカとの戦略的パートナーシップ 6 (Strategic Partnership with Africa 6: SPA 6) に向けて、本調査における経験を生かし、日本のタンザニアにおける援助協調支援に関する資料を作成した。

(3) 農業サービス支援プログラム形成のためのコンセプト・ノートに対するコメントを作成した。

11 月中旬、タスク・フォース 3 議長の要請を受け、農業技術サービス分野におけるプログラム・ファインディング・ミッションが来訪した。(しかしながら実際は、世銀および IFAD が中心となって、これまで実施されてきた NAEP II および TARP II の後継プログラム形成を行うことがその目的である。)

12 月 3 日、FASWOG 会合が開催され、本ミッションのファインディングについて説明が行われた。また同時に、ミッション作成によるコンセプト・ノートが会合参加者に配付された。なお、本コンセプト・ノートを受領したままで、何もコメントおよび質問を提出せずにいると、このまま他ドナーの十分な関与なしにプログラム形成が進展してしまうことを危惧した現地 JICA 事務所からの依頼を受けて、調査団はコンセプト・ノートに対するコメントを作成し、同事務所に提出した。

## 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。

- タンザニア本土各州に関する基礎データの作成
- アフリカとの戦略的パートナーシップ6 (SPA 6) 関連資料の作成
- 農業サービス支援プログラム形成のためのコンセプト・ノートに対するコメントの作成

図表1には12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	RADAG-Related Meetings
1-Dec	Mon		
2-Dec	Tue		Meeting with JICA
3-Dec	Wed	FASWOG Meeting	Meeting with JICA
4-Dec	Thu		
5-Dec	Fri		
6-Dec	Sat		
7-Dec	Sun		
8-Dec	Mon		
9-Dec	Tue		
10-Dec	Wed		
11-Dec	Thu		Meeting with JICA Experts ( Dr. Nozaka and Mr. Sugimoto)
12-Dec	Fri		
13-Dec	Sat		
14-Dec	Sun		
15-Dec	Mon		Meeting with JICA
16-Dec	Tue		
17-Dec	Wed		Meeting with JICA Okubo left for Japan.
18-Dec	Thu		Hayashi left for Japan.
19-Dec	Fri		
20-Dec	Sat		
21-Dec	Sun		
22-Dec	Mon		
23-Dec	Tue		
24-Dec	Wed		
25-Dec	Thu		
26-Dec	Fri		
27-Dec	Sat		
28-Dec	Sun		
29-Dec	Mon		
30-Dec	Tue		
31-Dec	Wed		

Saturdays, Sundays and Public Holidays

(出所：調査団作成)

## 2. 現地調査業務の詳細

### 2-1. タンザニア本土各州に関する基礎データの作成作業

#### (1) 進捗

日本が今後、タンザニアの地方農業開発に対して、ASDP の枠組みの中でどのように協力すべきかを検討する際の基礎情報として、タンザニア本土各州を概観するデータを収集し、取りまとめを行った。

#### (2) 今月の主な動き

12月16日 データ（最終版）の提出

#### (3) データの概要

上記データ（「Donor Activity List」と「Regional Profiles」とに大きく区別される）の作成にあたり、注力した点については以下のとおり（全容は添付資料1参照）。

##### Donor Activity List

- (1) 他ドナーの活動対象地域（全くドナーが活動していない州内の県については着色済み）
- (2) 監督官および会計検査官による報告
- (3) ベーシック・ニーズ貧困ライン以下に属する世帯（「食糧貧困ライン以下」でないのは、食べるものに困っているのではなく、収入が少ないことに困っているという観点から）
- (4) 降雨量

##### Regional Profiles

- (1) (州内) 水域<sup>1</sup> (Distribution of Land Cover: Water Features)
- (2) 保護地域 (Protected Area)
- (3) 市場アクセス (Markets as "Line of Rail or Major Road" to Dar es Salaam or Tanga, or "Isolated" from Dar es Salaam or Tanga)
- (4) 道路密度 (Road Density)
- (5) 世帯当たりの一カ月の平均収入 (Mean per Capita Household Monthly Income)
- (6) 銀行支店数 (Number of Bank Branches: 農民等の資金アクセスの可能性を検討)
- (7) SACCOs 数 (Number of SACCOs: 農民等の資金アクセスの可能性を検討)

<sup>1</sup> 海 (Ocean)、内陸水 (Inland Water)、沼地 (Swamp)、湿地 (Marsh) を指す。

#### (4) 関係者の投入実績

調査団は、団員を投入し、資料を収集し、上記の文書の作成を行なった。



## 2-2. アフリカとの戦略的パートナーシップ 6 (SPA)

### 6) 関連資料の作成作業

#### (1) 進捗

チュニジアのチュニスにおいて、来年 1 月 19 日から 21 日にかけて本会合及びコーディネーション会合の開催が予定されているアフリカとの戦略的パートナーシップ 6 (Strategic Partnership with Africa: SPA 6) に向けて、本調査における経験を生かし、日本のタンザニアにおける援助協調支援に関する資料を作成した。なお、本資料では、タンザニアで進むセクタープログラムの今までの流れと概要の事実関係 (地方開発戦略、農業セクター開発戦略、農業セクター開発計画の策定・実施) を客観的に述べることに留意し、作成した。

SPA とは、累積債務に苦しむサブサハラ・アフリカの低所得国の構造調整努力を支援するため、世界銀行が中心となり、多国間援助機関および二国間援助機関によって構成された特別の援助枠組みである (1987 年 12 月創設)。

現在のフェーズである SPA 6 は、今後 3 年間 (2003 年～2005 年) にかけて活動を行う予定である。また、SPA 6 は二つのワーキング・グループから構成されている。それぞれの中心議題は次の 2 点である：(1) 財政支援をどうするか (財務省と関係省庁の関係について)、(2) セクタープログラムをどのように推進するか (セクタープログラムと PRSP の整合性について)。

#### (2) 今月の主な動き

12 月 18 日 作成資料の提出

#### (3) 文書の概要

上記文書の概要は以下のとおり (全文は添付資料 2 参照)。

#### タンザニアにおけるセクタープログラムの概要： タンザニア農業セクター開発プログラムにおける動き

##### 1. イントロダクション

農業セクター開発プログラム (ASDP) とは、農業セクター開発戦略 (ASDS) を実現するためのツールである。ASDS は、1997 年に策定された農業・畜産政策および組合開発政策を昇華し、その後、タンザニア開発ビジョン (TDV 2025)、貧困削減戦略 (PRS)、地方開発戦略 (RDS) の原則に沿い、作成された。

## 2. 農業セクターにおける戦略およびプログラムのベーシック・コンセプト

### 2-1. 地方開発戦略 (RDS) :

RDS の目的は、地方開発に関するセクター政策および戦略の調和の取れた実施を促進する戦略的枠組みを提供するものである。特に、地方におけるコミュニティおよび世帯が、持続的な生計を立てられるような環境を整えることから、PRSP の実施に貢献するものである。

### 2-2. 農業セクター開発戦略 (ASDS) :

ASDS の第一の目的は、中長期にわたる農家所得の向上、貧困軽減の基礎となる農業セクターの利益性向上のための環境を整えることにある。

### 2-3. 農業セクター開発プログラム (ASDP) :

ASDP は、ASDS を実現すべく策定されたプログラムであり、またセクターにおいて戦略的に開発投入を実施するために、3 つのサブ・プログラムによって構成されている。すなわち、(1) サブ・プログラム A : 地方 (県およびフィールド・レベル) における活動の支援および実施、(2) サブ・プログラム B : 中央における政策および規制枠組み、調査・アドバイス・サービスおよびトレーニングに関する活動、(3) サブ・プログラム C : クロス・カッティングおよびクロス・セクトラル・イシューである。

### 2-4. 県農業開発計画 (DADPs) :

ASDP におけるサブ・プログラム A の具体的な内容は、参加型手法で策定される DADPs によって策定される。また DADPs は、地方分権化政策および地方政府改革プログラム (LGRP) に沿った形で策定される県開発計画 (DDP) の中核を担う。

## 3. ASDP フォーミュレーションにおけるハイライト

### 3-1. 中央レベルにおけるコーディネーション :

ASDP は、中央レベルにおける調整を通じ、農業セクターにおける活動および資源を統一して管理する。そのための機関として、中央運営委員会 (NSC) および省庁間調整委員会 (ICC) が挙げられる。

### 3-2. 地方分権化政策に基づいた地方自治体とのアラインメント :

地方分権化政策に沿って、今後ますます地方自治体は、ASDP の実施に際して重要な役割を担うことになる。つまり ASDS の精神に則り、地方自治体が中心になり、開発のためのイニシアティブを取るようになる。

### 3-3. 農業セクターにおける民間および公共投資のアラインメント :

ASDS は、農家所得の向上および貧困軽減の基礎を成す農業セクターの利益性を向上させる環境を整えるためには、民間および公共セクターのパートナーシップが重要であるとしている。本パートナーシップを通じ、両セクターの交流が多岐にわたり拡大することは、その効率性を向上させ、農業セクターの拡大をも意味する。

## (4) 関係者の投入実績

調査団は、団員を投入し、資料を収集し、上記の文書の作成を行なった。

## 2-3. 農業サービス支援プログラム形成のための コンセプト・ノートに対するコメントの作成 業

### (1) 進捗

タスク・フォース 3 議長の要請を受け、農業技術サービス分野におけるプログラム・ファインディング・ミッションが来訪した。(しかしながら実際は、世銀および IFAD が中心となつて、これまで実施されてきた NAEP II および TARP II の後継プログラム形成を行うことがその目的である。また、本プログラムの実施期間は 10 年から 15 年と言われている。) 本ミッションの滞在期間は 11 月 17 日から 12 月 3 日までであり、その TOR については 10 月に開催された FASWOG 会合で既に報告および承認済みである (TOR のドラフト最終版については添付資料 3 参照)。なお、本ミッションは、世銀、IFAD、FAO、現地 Ireland 大使館からの総勢 8 名により構成された<sup>2</sup>。

12 月 3 日、FASWOG 会合が開催され、本ミッションのファインディングについて説明が行われた。また同時に、ミッション作成によるコンセプト・ノートが会合参加者に配付された (コンセプト・ノートについては添付資料 4 参照、また FASWOG 会合議事録については添付資料 5 参照)。また、同日午後、タンザニア政府にも同様の説明が行われ、エイド・メモワール (Aide Mémoire、添付資料 6 参照) としてまとめられた。なお、今後の予定としては、本プログラム・ファインディング・ミッションの来訪を受けて、来年 2 月にプログラム形成ミッションが来訪することが既に決定している。

なお、本コンセプト・ノートを受領したままで、何もコメントおよび質問を提出せずにいると、このまま他ドナーの十分な関与なしにプログラム形成が進展してしまうことを危惧した現地 JICA 事務所からの依頼を受けて、調査団はコンセプト・ノートに対するコメントを作成し、同事務所に提出した (添付資料 7 参照)。

### (2) 今月の主な動き

12 月 3 日	コンセプト・ノートの配付 (於 FASWOG 会合)
12 月 5 日	エイド・メモワールの配付 (電子メールにて)

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<sup>2</sup> 本ミッションの構成メンバーは次の 8 名 (担当分野、所属組織) : Guy Evers (Formulation Team Leader, FAO-IC)、Robert Townsend (Economist, WB)、Ladisy Chengula (Rural Development Specialist, Linkages between TE-1 and TF-2, WB Tanzania Office)、Esbern-Friis Hansen (Empowerment and Extension Specialist-IFAD Programme Development, IFAD)、Nick Chapman (M&E and Programme Economist, IFAD)、Jacob Kampen (Agricultural Services/Research, WB)、Sizya Lugeye (Agriculture and Natural Resources Advisor, Development Cooperation Ireland)、Arnoud Braun (Empowerment/Information-Communication, IFAD)。

12月16日 作成コメントの提出

### (3) コメントの概要

上記コメントの概要は以下のとおり（全文は添付資料7参照）。

#### 農業サービス支援プログラム形成のための コンセプト・ノートに対するコメントおよび質問（概要）

##### 1. NAEP II、TARP IIの教訓を踏まえたプログラム作りをすべきである。

Guiding Principles にある empowerment, demand-driven/client-oriented, farmer organizations, focus on managementなどはすでに、NAEP II、TARP IIにも盛り込まれているもので、それらが農業サービスの改善においてどのような効果をもたらしたのか、あまり効果をあげていないとすれば、何故なのかを十分検討すべきではないか。

##### 2. DADPの枠組みの中での農業サービスの計画・提供を検討すべきである。

各県から最初に提出された DADP の中には多くの場合、研究、普及、研修などに類する活動も含まれていたし、本年度の DADP 優先事業となった「SACCOs の強化」は正に研修事業である。県レベル以下での重複作業を避けるためにも、農業サービスの活動計画・予算を DADP に含めることを検討すべきである。DADP 実施と農業サービス提供との調整を図るべく、TF-1 と TF-3 との間で協議／共同作業すべきである。

##### 3. 既存のシステムや組織を活用すべきである。

新たな組織作りに時間と費用をかけるのは得策ではない。特に、地方レベル（県・郡・村）では郡農民フォーラム（WFF）や県農民フォーラム（DFF）などを創設するより、郡開発委員会（WDC）や NAEP で設けた DESC など既存の組織を活用すべきである。また、中央農業サービス支援機関（NASSA）についても、その必要性、想定される役割、実現可能性、持続性、農業サービス提供の効率改善効果などを十分検討する必要がある。暫定的に稼働することになっている、ASLM のメンバーから構成されるチームが機能するのであれば、それを恒久的な組織にして、研究・普及・研修間および各省（サブ・セクター）間の調整にあたらせることも可能ではないか。

### (4) 関係者の投入実績

調査団は、団員を投入し、資料を収集し、上記の文書の作成を行なった。

### 3. 来月の活動予定

1月の予定に関し、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. バスケット・ファンド立ち上げ支援	<ul style="list-style-type: none"> <li>●バスケット・ファンドに関する再託調査報告書の内容等の確認</li> <li>●ファンディングメカニズム・セミナーの実施準備作業</li> </ul>	■ASDP 事務局と緊密な情報交換および情報共有を行う。
2. FASWOG タスク・フォース支援、ASDP タスク・フォース支援	<ul style="list-style-type: none"> <li>●FASWOG タスク・フォース会合等への出席</li> <li>●ASDP タスク・フォース会合等への出席</li> </ul>	■ 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。
3. DADP ガイドライン見直し支援	●DADP ガイドライン（修正版ドラフト）の修正および確認作業	■ASDP 事務局、タスク・フォース1の議長、ワーキング・グループ1の議長と緊密な情報交換および情報共有を行う。
4. 総括報告書作成	●ドラフトの作成および提出	■上記1～3が当面の作業の主軸に活動しつつも、同時に報告書作成も着実に進める。

## 添付資料

- 添付資料 1. Donor Activity List in Tanzania Mainland / Regional Profiles in Tanzania (Mainland)
- 添付資料 2. Snapshot of a Sector Programme in Tanzania: Current Movement in Tanzania's Agricultural Sector Development Programme
- 添付資料 3. Task Force No. 3 on Agricultural Services Formulation Mission (17 November – 3 December 2003) Terms of Reference (Final Draft – 11 November 2003)
- 添付資料 4. Agricultural Services Support Programme: Draft Concept Note – Version 5 for Discussion at TF-3 Meeting on 2nd December 2003
- 添付資料 5. FASWOG 会合議事録
- 添付資料 6. Task Force No. 3 on Agricultural Services Formulation Mission Aide Mémoire Final Draft – 3rd December 2003
- 添付資料 7. Comments and Questions on Agricultural Services Support Programme: Draft Concept Note – Version 5 for Discussion at TF-3 Meeting on 2<sup>nd</sup> December 2003

Donor Activity List in Tanzania Mainland

添付資料 1

Region	Council	ABP (Area Based Programme)	UAPP (Urban Authority Partnership Project)	ASPS Phase 1 (Agriculture Sector Programme Support)	ASPS Phase 2 (Agriculture Sector Programme Support)	PADEP 1st. Year (Participatory Agricultural Development and Empowerment Project)	PADEP 2nd. Year (Participatory Agricultural Development and Empowerment Project)	AMSDP (Agricultural Marketing Systems Development Programme)	Audit Certificate of Account Presentation*	Percentage of Households below Basic Needs Poverty Line** A: More than 66% B: 33% to 66% C: Less than 33% (Actual Percentage)	Annual Rainfall*** A: More than 1,200mm B: 800mm to 1,200mm C: Less than 800mm (Check Point)
Arusha	Arusha m.c.							○	Fair	B (39)	B (Arusha)
	Arumeru d.c.					○		○	Fair		
	Karatu d.c.	Dutch/DRDP							Not fair		
	Monduli d.c.	Dutch/SNV						○	Not fair		
	Ngorongoro d.c.								Fair		
Coast (Pwani)	Kibaha t.c.								Fair	B (46)	B (Kibaha)
	Bagamoyo d.c.								Not fair		
	Kibaha d.c.								(Page missing)		
	Kisarawe d.c.								Not fair		
	Mafia d.c.								Fair		
	Mkurungu d.c.								Fair		
Rufiji d.c.								Not fair			
Dar es Salaam	DSM c.c.								Fair	C (18)	B (Dar es Salaam)
	Ilala m.c.								Fair		
	Kinondoni m.c.								Fair		
	Temeke m.c.								Fair		
Dodoma	Dodoma m.c.								Account not submitted	B (34)	C (Dodoma)
	Dodoma d.c.			○					Account not submitted		
	Kondoa d.c.	Dutch/SNV		○					Fair		
	Kondoa t.c.								Fair		
	Kongwa d.c.			○			○		Not fair		
	Mpwapwa d.c.			○					Fair		
Iringa	Iringa m.c.								Fair	C (29)	C (Iringa)
	Iringa d.c.			⊙	⊙	○			Not fair		
	Ludewa d.c.			⊙	⊙			○	Fair		
	Makete d.c.			⊙	⊙			○	Fair		
	Mufindi d.c.			⊙	⊙			○	Fair		
	Njombe d.c.			⊙	⊙			○	Fair		
Kagera	Bukoba t.c.								Fair	C (29)	A (Bukoba)
	Biharamulo d.c.	Dutch/DRDP							Fair		
	Bukoba d.c.	Dutch/DRDP							Fair		
	Karagwe d.c.	Dutch/DRDP							Not fair		
	Muleba d.c.	Dutch/DRDP							Fair		
	Ngara d.c.	Dutch/DRDP							Fair		
Kigoma	Kigoma t.c.								Not fair	B (38)	B (Kigoma)
	Kasulu d.c.								Fair		
	Kibondo d.c.								Fair		
	Kigoma d.c.						○		Fair		
Kilimanjaro	Moshi m.c.							○	Fair	C (31)	C (Moshi)
	Hai d.c.					○		○	Not fair		
	Moshi d.c.							○	Fair		
	Mwanga d.c.	GTZ						○	Fair		
	Rombo d.c.							○	Fair		
	Same d.c.							○	Fair		
Lindi	Lindi t.c.	Finland/RIPS							Not fair	B (53)	B (Lindi)
	Kilwa d.c.	Finland/RIPS			○				Not fair		
	Lindi d.c.	Finland/RIPS			○				Fair		
	Liwale d.c.	Finland/RIPS			○				Fair		
	Nachingwea d.c.	Finland/RIPS			○	○			Not fair		
	Ruangwa d.c.				○				Not fair		
Manayara	Babati t.c.								Not available	N/A	N/A
	Babati d.c.							○	Not fair		
	Hanang d.c.					○		○	Not fair		
	Kileleshwa d.c.								Not fair		
	Mbulu d.c.	Dutch/DRDP						○	Not fair		
	Simanjiro d.c.							○	Fair		

## Donor Activity List in Tanzania Mainland

Region	Council	ABP (Area Based Programme)	UAPP (Urban Authority Partnership Project)	ASPS Phase 1 (Agriculture Sector Programme Support)	ASPS Phase 2 (Agriculture Sector Programme Support)	PADEP 1st. Year (Participatory Agricultural Development and Empowerment Project)	PADEP 2nd. Year (Participatory Agricultural Development and Empowerment Project)	AMSDP (Agricultural Marketing Systems Development Programme)	Audit Certificate of Account Presentation*	Percentage of Households below Basic Needs Poverty Line** A: More than 66% B: 33% to 66% C: Less than 33% (Actual Percentage)	Annual Rainfall*** A: More than 1,200mm B: 800mm to 1,200mm C: Less than 800mm (Check Point)
Mara	Musoma t.c.								Fair	B (46)	B (Musoma)
	Buinda d.c.								Not fair		
	Musoma d.c.								Not fair		
	Serengeti d.c.								Not fair		
	Tarime d.c.						○		Not fair		
Mbeya	Mbeya m.c.	DfID	○					○	Fair	C (21)	B (Mbeya)
	Chunya d.c.			⊙				○	Not fair		
	Ileje d.c.			⊙				○	Fair		
	Kyela d.c.			⊙				○	Not fair		
	Mbarali d.c.			⊙			○	○	Fair		
	Mbeya d.c.			⊙				○	Fair		
	Mbozi d.c.			⊙				○	Not fair		
Rungwe d.c.			⊙				○	Fair			
Morogoro	Morogoro m.c.								Fair	C (29)	B (Morogoro)
	Kilombero d.c.	Ireland/DCI		○	○				Fair		
	Kilosa d.c.	Ireland/DCI		○	○				Fair		
	Morogoro d.c.			○	○	○			Fair		
Ulanga d.c.	Ireland/DCI		○	○				Fair			
Mtwara	Mtwara t.c.	DfID	○						Not fair	B (38)	B (Mtwara)
	Masasi d.c.	Finland/RIPS				○			Not fair		
	Mtwara d.c.	Finland/RIPS							Fair		
	Newala d.c.	Finland/RIPS							Not fair		
	Tandahimba d.c.	Finland/RIPS							Not fair		
Mwanza	Mwanza c.c.								Fair	B (48)	B (Mwanza)
	Geita d.c.	UNCDF							Fair		
	Kwimba d.c.	UNCDF							Fair		
	Magu d.c.	UNCDF							Fair		
	Misungwi d.c.	UNCDF							Not fair		
	Sengerema d.c.	UNCDF							Not fair		
	Ukerewe d.c.	UNCDF							Not fair		
Rukwa	Sumbawanga t.c.							○	Fair	C (31)	B (Sumbawanga)
	Mpanda d.c.						○		Fair		
	Nkansi d.c.							○	Fair		
	Sumbawanga d.c.							○	Fair		
Ruvuma	Songea t.c.							○	Fair	B (41)	B (Songea)
	Mbinga d.c.							○	Fair		
	Songea d.c.	Dutch/SNV					○	○	Fair		
	Malidindu d.c.								Fair		
Shinyanga	Sbinyanga m.c.								Fair	B (42)	C (Shinyanga)
	Barikot d.c.								Not fair		
	Bukombe d.c.	Dutch/DRDP						○	Not fair		
	Kahama d.c.	Dutch/DRDP						○	Fair		
	Maswa d.c.	Dutch/DRDP							Fair		
	Meatu d.c.	Dutch/DRDP							Fair		
Shinyanga d.c.					○			Fair			
Singida	Singida t.c.	DfID	○						Fair	B (55)	C (Singida)
	Mnyoni d.c.								Fair		
	Irumbi d.c.								Fair		
	Singida d.c.								Fair		
Tabora	Tabora m.c.								Fair	C (26)	B (Tabora)
	Igunya d.c.								Fair		
	Nzega d.c.								Fair		
	Nkonge d.c.								Not fair		
	Tabora d.c.						○		Fair		
Urambo d.c.								Fair			



## Donor Activity List in Tanzania Mainland

Region	Council	ABP (Area Based Programme)	UAPP (Urban Authority Partnership Project)	ASPS Phase 1 (Agriculture Sector Programme Support)	ASPS Phase 2 (Agriculture Sector Programme Support)	PADEP 1st. Year (Participatory Agricultural Development and Empowerment Project)	PADEP 2nd. Year (Participatory Agricultural Development and Empowerment Project)	AMSDP (Agricultural Marketing Systems Development Programme)	Audit Certificate of Account Presentation*	Percentage of Households below Basic Needs Poverty Line** A: More than 66% B: 33% to 66% C: Less than 33% (Actual Percentage)	Annual Rainfall*** A: More than 1,200mm B: 800mm to 1,200mm C: Less than 800mm (Check Point)
Tanga	Tanga m.c.							○	Not fair	B (36)	A (Tanga)
	Handeni d.c.	GTZ							Fair		
	Korogwe t.c.								Not fair		
	Korogwe d.c.							○	Not fair		
	Lushoto d.c.	GTZ						○	Not fair		
	Muheza d.c.	Ireland/DCI						○	Fair		
	Pangani d.c.								Account not submitted		

Source:

\*: Report of the Controller and Auditor - General on Local Authority Accounts for the Period Ended 31st December, 2001

\*\* : Household Budget Survey 2000/2001, National Bureau of Statistics Tanzania, Dar es Salaam, July 2002

\*\*\*: Atlas kwa Shule za Msingi Tanzania Maarifa ya Jamii, Macmillan Aidan, Dar es Salaam, 2000

Note: Manyara Region was created form Arusha Region in 2002.

Regional Profiles of Tanzania (Mainland)

SN	Region	Population*	Population Growth Rate (1988-2002)*	Population Density	Distribution of Land Cover* (%)						Annual Rainfall (mm)				
					Average Household Size*	Land* (Square Km)	Forest	Woodland	Bushland	Grassland		Open Land	Water Features	Others	
1	Arusha	1,292,973	4.0	286.579	4.5	36,486	33	21.9	29.5	31	8.1	0.2	3.7	15.7	800-1,300
2	Casco	889,154	2.4	32,407	4.4	3,207	37	3.9	43.9	16.7	16.6	0.7	0.1	16.0	800-1,000
3	Dar es Salaam	2,897,940	4.3	596,264	4.2	31,940	1,293	3.7	6.9	9.3	18.4	41.4	12.2	12.0	0.2
4	Dodoma	1,688,996	2.3	376,530	4.5	41,311	41	0.5	28.2	47.0	21.6	5.6	0.1	0.1	8.3
5	Iringa	1,495,333	1.5	346,815	4.1	36,864	26	8.7	28.2	28.1	26.7	5.8	4.5	10.9	500-1,600
6	Kagera	2,033,888	3.1	394,128	5.2	37,037	62	1.7	13.5	18.7	22.5	22.8	0.1	29.5	500-2,000
7	Kilimanjaro	1,679,109	4.8	247,533	6.9	37,037	45	0.6	44.4	11.2	20.6	2.7	0.1	41.2	N/A
8	Kilimanjaro	1,381,149	1.6	297,439	1.6	1,381,149	104	11.3	10.9	35.1	15.4	24.5	0.3	39.2	300-2,000
9	Lindi	791,936	1.4	190,761	4.1	66,846	12	1.6	57.3	18.5	17.9	4.1	0.3	37.9	774-1,891
10	Morogoro	1,040,461	3.8	199,860	5.2	199,860	23	0.4	9.5	23.2	28.5	8.9	0.1	29.5	N/A
11	Morogoro	1,368,072	2.5	246,600	5.5	19,565	20	0.4	9.5	23.2	28.5	8.9	0.1	29.5	N/A
12	Mtoto	2,070,946	2.4	491,929	4.2	60,350	34	1.7	58.8	12.7	14.7	7.1	0.1	15.1	650-2,200
13	Mtoto	1,729,809	2.6	385,260	4.6	70,799	25	1.6	44.9	8.8	28.0	6.2	0.4	44.0	680-2,200
14	Mwanza	1,128,523	1.7	293,908	3.8	16,707	68	1.0	31.9	21.0	3.0	38.4	1.3	1.2	3.3
15	Mwanza	2,542,148	3.2	495,400	5.9	322,668	17	0.3	56.6	8.4	17.3	3.9	0.3	44.7	0.1
16	Ruvuma	1,141,943	3.6	232,668	5.1	68,635	17	0.3	56.6	8.4	17.3	3.9	0.3	44.7	0.1
17	Ruvuma	1,117,166	2.5	233,240	4.8	63,498	18	3.2	53.0	16.3	12.2	10.1	0.1	5.2	0.1
18	Shinyanga	2,895,580	3.3	445,029	6.3	50,781	35	0.1	24.4	16.1	29.3	28.8	0.1	1.2	40.4
19	Shinyanga	1,690,738	3.2	217,572	5.0	49,341	22	0.1	44.1	30.2	18.9	4.5	2.3	51.0	500-800
20	Tabora	1,717,808	3.6	291,549	5.9	76,151	23	0.1	57.7	6.9	11.4	11.6	2.2	53.0	700-1,000
21	Tanga	1,542,015	1.8	355,093	4.6	26,808	61	6.1	47.4	22.1	12.4	17.8	0.1	7.8	750-1,400

SN	Region	Livestock			Major Food Crops			Major Cash Crops			Market as 'Host' from Dir. of S/Man or Trade	Density Employees
		Population	Head of Cattle	Head of Goats	Population	Maize	Beans	Other	Population	Maize		
1	Arusha	1,292,973	1,374,132	Arusha	2,926.0	6,482.0	115	1,162.0	2,551.0	3,713.0	106	106
2	Casco	889,154	1,414,112	Bussawa, Kisarawe, Mifaa	1,389,241	1,046.0	1,276.0	630.0	1,046.0	1,276.0	103	103
3	Dar es Salaam	2,897,940	677,667	Iringa, Mafinga	700,302	2,009.9	4,674.0	2,009.9	4,674.0	5,674.0	113	113
4	Dodoma	1,688,996	178,378	Kigoma	674,409	1,066.0	721.0	1,066.0	721.0	1,781.0	104	104
5	Iringa	1,495,333	674,409	Geita, Moroh	24,936	1,447.0	2,272.0	1,447.0	2,272.0	3,719.0	282	282
6	Kagera	2,033,888	1,374,132	N/A	1,374,132	N/A	N/A	N/A	N/A	N/A	N/A	N/A
7	Kilimanjaro	1,679,109	606,617	Morogoro	67,003	1,937.7	2,863.4	1,937.7	2,863.4	4,771.1	61	61
8	Kilimanjaro	1,381,149	67,003	Morogoro	1,520.0	2,272.0	3,742.0	1,520.0	2,272.0	3,742.0	51	51
9	Lindi	791,936	630,062	Geita, Moroh, Mwanza	1,850.5	4,498.5	6,349.0	1,850.5	4,498.5	6,349.0	319	319
10	Morogoro	1,040,461	790,402	Mwanza, Shinyanga	2,309.0	2,145.7	4,454.7	2,309.0	2,145.7	4,454.7	59	59
11	Morogoro	1,368,072	1,311,729	Kahama, Mwanza	1,317.0	4,353.0	5,669.5	1,317.0	4,353.0	5,669.5	112	112
12	Mtoto	2,070,946	2,341,395	Shinyanga	1,455.0	1,782.5	3,237.5	1,455.0	1,782.5	3,237.5	56	56
13	Mtoto	1,729,809	1,064,642	Tabora, Tanga	1,916.0	2,974.0	4,440.0	1,916.0	2,974.0	4,440.0	26	26
14	Mwanza	1,128,523	763,257	Lushoto, Uruba	1,380.8	1,396.7	3,771.5	1,380.8	1,396.7	3,771.5	102	102

SN	Region	Major Cash Crops	Major Livestock	Market as 'Host' from Dir. of S/Man or Trade	Distribution of Householder Main Source of Cash Income****		Percentage of Households with Cash Income	Number of SACCOs
					ODP per Capita Ranking	Number of Bank Branches		
1	Arusha	20,296	Arusha	2,926.0	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	25	18
2	Casco	40,767	Casco	1,414,112	Sales of Livestock (2,530)	Wages or Salaries in Cash (1,654)	27	7
3	Dar es Salaam	49,187	Dar es Salaam	2,897,940	Net Income (1,716)	Business Income (1,716)	7	20
4	Dodoma	18,334	Dodoma	1,688,996	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	13	34
5	Iringa	19,187	Iringa	1,495,333	Net Income (1,716)	Business Income (1,716)	3	5
6	Kagera	14,057	Kagera	2,033,888	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	10	17
7	Kilimanjaro	12,334	Kilimanjaro	1,679,109	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	18	9
8	Kilimanjaro	17,544	Kilimanjaro	1,381,149	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	21	2
9	Lindi	16,268	Lindi	791,936	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	11	4
10	Morogoro	N/A	Morogoro	1,040,461	Business Income (1,716)	Business Income (1,716)	33	10
11	Morogoro	3,721	Morogoro	1,368,072	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	N/A	N/A
12	Mtoto	17,311	Mtoto	1,729,809	Business Income (1,716)	Business Income (1,716)	36	6
13	Mtoto	18,406	Mtoto	1,368,072	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	8	11
14	Mwanza	21,425	Mwanza	1,128,523	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	14	8
15	Mwanza	17,566	Mwanza	1,729,809	Business Income (1,716)	Business Income (1,716)	17	9
16	Ruvuma	8,372	Ruvuma	1,141,943	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	11	6
17	Ruvuma	16,448	Ruvuma	1,368,072	Business Income (1,716)	Business Income (1,716)	12	14
18	Shinyanga	16,944	Shinyanga	1,117,166	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	12	19
19	Shinyanga	9,853	Shinyanga	2,070,946	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	27	16
20	Tabora	17,768	Tabora	1,717,808	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	22	15
21	Tanga	19,210	Tanga	1,542,015	Sales of Livestock (2,496)	Wages or Salaries in Cash (1,654)	28	13

\*\*\*\* 2002 Population and Housing Census General Report, Central Census Office, National Bureau of Statistics, President's Office Planning and Privatisation, Dar es Salaam, January 2003

\*\*\*\*\* The Study on the National Irrigation Master Plan in the United Republic of Tanzania, Master Plan Volume I: Main Report, Master Plan Volume II: Appendices, Japan International Cooperation Agency and Ministry of Agriculture and Food Security, November 2002

\*\*\*\*\* Nation Socio-Economic Profile, Planning Commission Dir. of Statistics and Regional Commission's Office, Dar es Salaam, 1997-1998

\*\*\*\*\* Agricultural Survey for 2002/2003, National Bureau of Statistics, Dar es Salaam, 2003

\*\*\*\*\* Household Budget Survey 2002/2003, National Bureau of Statistics, Dar es Salaam, 2003

\*\*\*\*\* Poverty and Welfare Monitoring Initiative, Vice President's Office, Dir. of Statistics, 1999

\*\*\*\*\* National Bureau of Statistics, Dar es Salaam, 1999

\*\*\*\*\* National Bureau of Statistics, Dar es Salaam, 1999

\*\*\*\*\* National Bureau of Statistics, Dar es Salaam, 1999

***A Snapshot of a Sector Programme in Tanzania:  
Current Movement in  
Tanzania's Agricultural Sector Development Programme***

## **1. Introduction of Strategies and Programmes Formulated in the Area of Agriculture**

Over 80 percent of Tanzanians live in rural areas and depend on agriculture, which contribute about 50 percent of the gross domestic product (GDP) and 54 percent of the nation's foreign exchange earnings. The vast majority of Tanzanians living below the poverty line live in rural areas, and the incidence of poverty in rural areas may be increasing. Therefore, agricultural development is crucial to both national economic development and poverty reduction.

Agriculture Sector Development Programme (ASDP) provides the government with a sector-wide framework for overseeing the institutional, expenditure and investment development of agricultural sector. The focus of ASDP is changing the function of central government from an executive role to a normative one, empowering local governments and communities to control their planning process and establishing environment which encourages private sector investment in all aspects of agriculture. ASDP does not replace existing planning and implementation mechanisms, rather it facilitates the process, highlights priorities and tracks overall progress.

ASDP is a long-term process and outcome of recent initiatives to re-orientate and re-invigorate the national economy. It is a tool for implementing Agricultural Sector Development Strategy (ASDS), which was approved by the government in August 2001. ASDS originated from Agricultural and Livestock Policy and Cooperatives Development Policy, which were formulated in 1997. It is guided by the principles of Tanzania Development Vision 2025 (TDV 2025), Poverty Reduction Strategy (PRS) and Rural Development Strategy (RDS).

## **2. Basic Concepts of Strategies and Programmes in Agricultural Sector**

### **2-1. Rural Development Strategy**

The overall aim of Rural Development Strategy (RDS) is to provide a strategic framework that will facilitate the co-ordinated implementation of sector policies and strategies concerned with the development of rural communities. In particular, RDS will support the implementation of PRSP and create a development environment that will contribute to enabling rural communities and households achieving sustainable

livelihoods. In this respect, RDS identifies short and medium term priorities that will support the goal of sustainable livelihoods, and contribute to the long-term goal outlined in TDV 2025 of sustainable economic growth.

RDS defines:

- an institutional framework for co-coordinating and linking sector specific strategies and programmes;
- the roles of central government, local authorities, the private sector and civil society in the implementation and monitoring of rural development programmes;
- the key linkages between sector specific strategies and programmes, and describe how those linkages will be strengthened;
- the gaps in current policies and strategies including implementation constraints, and outline strategic actions for responding to those gaps;
- the criteria for addressing geographical inequalities;
- the coordination mechanisms; and
- the criteria for monitoring and evaluating the implementation of RDS.

## **2-2. Agricultural Sector Development Strategy**

The primary objective of Agricultural Sector Development Strategy (ASDS) is to create an enabling environment for improving profitability of the sector as the basis for improved farm incomes and rural poverty reduction in the medium and long-term.

The process of preparing ASDS began in 1998 after preparation and finalisation of Agricultural and Livestock Policy and the Cooperatives Development Policy in 1997. Between 1998 and 2000, the government conducted various studies as well as participatory and intensive consultation with stakeholders at a national and grass root levels with the objective to review the sector performance, factors contributing to dismal performance of the sector and recommend strategic interventions critical to restoration of profitability. Information was also obtained from different reports such as *Agricultural Sector Performance and Strategies for Sustainable Growth* (2000); *Special Advisory Committee on Agricultural Development Appointed by the Prime Minister* (1999); *Task Force on Cooperatives Report Appointed by the President of the United Republic of Tanzania* (March 2000) and other reports from the Ministry of Water and Livestock Development based on wide consultations with stakeholders in the livestock sub-sector.

In addition, ASDS has been further refined by the outcome of consultations with representatives of the ministries directly associated with agricultural sector, farmer organizations at national and local levels, NGOs, individual farmers, livestock keepers, agribusiness representatives, financial institutions and development partners.

ASDS process was closely coordinated among the various key ministries including the Ministry of Agriculture and Food Security (MAFS), the Ministry of Cooperatives and Marketing (MCM), the Ministry of Water and Livestock Development (MWLD), the

President's Office-Regional Administration and Local Governments (PO-RALG), the Prime Minister's Office (PMO), the President's Office-Planning and Privatisation (PO-P&P), the Ministry of Finance (MOF) and the development partners. The coordination was carried out through the Food and Agriculture Sector Working Group (FASWOG) Task Force comprised of respected ministries and development partners namely Denmark, UK, EU, Ireland, World Bank and Japan.

### **2-3. Agricultural Sector Development Programme**

Agriculture Sector Development Programme (ASDP) is part of the operational response to a set of policies, strategies and initiatives designed to re-orientate and re-invigorate the national economy. It has being formulated through a long-term process designed to implement ASDS. It is the main tool of central government for coordinating and monitoring agricultural development and for incorporating nationwide reforms. It also establishes operational linkages between Agricultural Sector Lead Ministries (ASLMs) and the other national stakeholders as well as introducing more effective management systems. It forges connection between the demand-driven and field-based district planning processes and the mobilization and monitoring of national and international investment in agriculture.

These changes require a transformation in the way the public sector operates. Civil servants need new management and supervisory skills, and a new mindset. This includes improved critical analysis of projects and programmes, better understanding of farmers' needs and risk, determination to ensure that agriculture is profitable and heightened respect for the principles of good governance.

ASDP identified five strategic areas of intervention in agricultural sector, namely:

- i. strengthening its institutional framework;
- ii. creating a favourable environment for commercial activities;
- iii. identifying public and private sector roles in improving supporting services;
- iv. strengthening, marketing efficiency for inputs and outputs; and
- v. mainstreaming planning for agricultural development in other sectors.

These have been used as the basis for identifying three ASDP sub- programmes:

Sub-Programme A: includes activities that are undertaken in the field in direct support to agricultural production and processing. They are also focused on work of district and local extension and support services and contract service providers.

Sub-Programme B: includes activities which are public sector function at the national level in support of agricultural development. These cover interventions on the policy and regulatory framework; research, advisory services and training; and private sector development marketing and rural finance.

Sub-Programme C: covers cross-cutting and cross-sectoral issues related to agricultural development at the national level, but its functions are beyond the direct mandate of

ASLMs. Cross-cutting issues include gender HIV/AIDS and environment, and cross-sectoral issues include land tenure, rural infrastructure, energy, telecommunication, education as well as water, forestry and wildlife.

The formulation of ASDP is a phased process. The phase 1 (December 2001 to March 2003) involved the preparation of framework and process document, which identified the above-mentioned ASDP sub-programmes, components, interventions and possible activities. The ASDP management modalities and the role and structure of ASDP Secretariat were also agreed upon. The phase 2 is in process and ought to entail the identification of main partners for developing and supporting its respective sub-programmes and components including a detailed analysis of activities and costs.

The government of Tanzania and its development partners agreed on how to package interventions in a coherent manner, consistent with the ASDS and ASDP implementation framework, task forces, working groups and formulation teams are established for formulating the detailed ASDP interventions.

#### ***Task Forces***

Task forces are at the core of ASDP formulation. They mobilize highly qualified stakeholders, who are committed to contribute to the implementation of ASDS. They also ensure that future interventions capture and build on, the most relevant and promising experiences which have been recorded in Tanzania, in its Region and elsewhere.

#### ***Working Groups***

Working groups can be considered as sub-task forces. They consist of a group of experts from concerned stakeholders who review obstacles and opportunities, propose development and operational strategies and prioritise interventions on specific domains of intervention. They are generally at component or sub-component level.

#### ***Formulation Teams***

Formulation teams prepare sets of interventions to be consolidated into projects for specified financing source(s) or through the government budget. Based on agreement between ASDP management and interested financiers on scope of assistance, a team is established for a limited period of time with a number of team participants working on a full-time basis. Once prepared and endorsed by ASDP management, projects would be processed following established the government procedures.

#### ***Sector Studies***

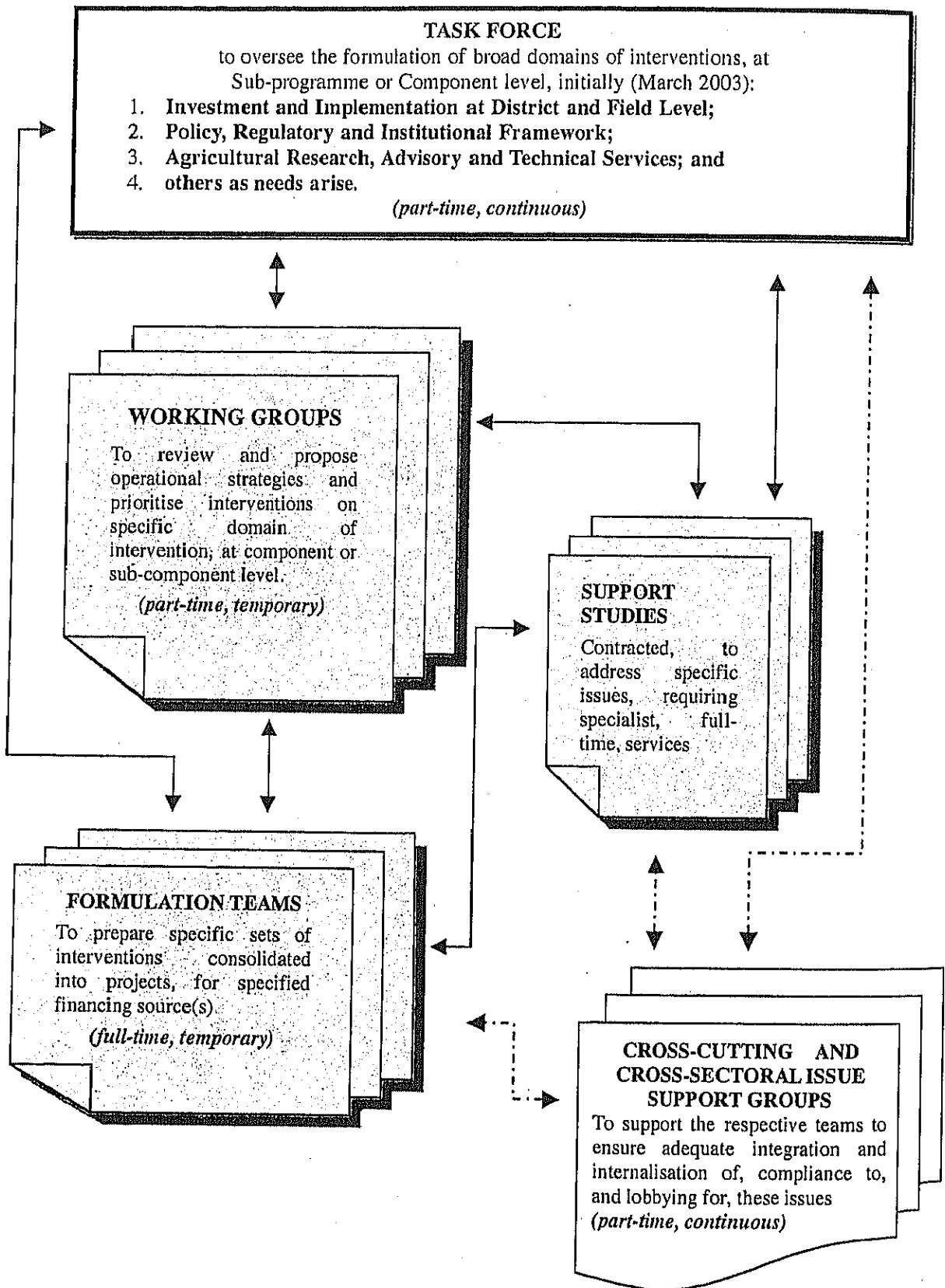
Task force, working group or formulation team may require in depth work which cannot be undertaken by them due to lack of expertise or availability and which would be better done by specialist firms or teams of consultants. Examples include information gathering on an intervention/project area, institutional capacity assessment, review of private sector stakeholder's capacity and willingness to participate sector database and sensitisation and social or environmental impact assessments.

#### ***Cross-Cutting and Cross-Sectoral Support Groups***

Streamlining of various issues is an important thrust of ASDS and ASDP. Two support groups to oversee cross-cutting and cross-sectoral issues would be formed to ensure adequate integration and internalisation of compliance to and lobbying for these issues. Members are drawn from concerned public and private institutions on a long term but part-time basis.

Chart 1 and 2 shall provide some ideas of how the phase 2 of ASDP formulation is being done.

**Chart 1 Ways to Formulate Detailed ASDP Interventions**





**Chart 2 Themes of Each Taskforces and Working Groups  
(as of November 2003)**

Taskforces	Working Groups
<p align="center"><b><u>Taskforce 1</u></b> Investment and Implementation at District and Field Level</p>	Irrigation Development Working Group
	Improvement of LGAs Planning and Implementation for Agricultural Investment Working Group
<p align="center"><b><u>Taskforce 2</u></b> Policy, Regulatory, and Institutional Framework</p>	(No working group is planned to establish.)
<p align="center"><b><u>Taskforce 3</u></b> Agricultural Research, Advisory and Technical Services</p>	Agricultural Extension Working Group
	Farmers Empowerment and Organization Working Group
	Research Working Group
<p align="center"><b><u>Taskforce 4 (Recently established)</u></b> Cross-Cutting and Cross- Sectoral Issues</p>	(Not decided yet)

## **2-4. District Agricultural Development Plans**

As mentioned earlier, ASDP is organized into three complementary sub-programmes. Among them, sub-programme A is planned to be implemented through Local Government Authorities (LGAs). And approximately 75% of available public resources are planned to invest in this sub-programme. Sub-Programme A includes activities that are undertaken in the field in direct support of agricultural production and processing in order to make them profitable. Local extension, support services and contract service providers as well as establishment of favourable local conditions for small, medium and large-scale production must be considered within this sub programme. Improvement of coordination with other sectors at the local level is also an important component. Communities and LGAs will increasingly be involved in identifying the content of the sub-programme A interventions. This will be done through the participatory formulation of District Agricultural Development Plans (DADPs), which form an integral part of each District Development Plan (DDP). The generation of DDP will take place within the framework of the decentralization policy, which commenced in 1999, as well as Local Government Reform Programme (LGRP).

## **3. Some Highlights of the Actual Formulation of ASDP**

### **3-1. Coordination at the National Level**

ASDP provides a framework for the harmonised management of agricultural activities and resources through a series of national coordinating groups.

#### ***National Steering Committee (NSC)***

National Steering Committee (NSC) is responsible for the overall coordination and policy making of ASDP. It is composed of the permanent secretaries of ASLMs and of main collaborating ministries, including PMO, MOF, the Ministry of Communication and Transport (MCT), the Ministry of Lands and Human Settlement (MLHS), the Ministry of Community Development, Gender and Children (MCDGC), PO-P&P, Vice President's Office (VPO), the Ministry of Health (MOH), the Ministry of Energy and Minerals (MEM), the Ministry of Labour, Youth Development and Sports (MLYS), Ministry of Works (MoW), the Ministry of Industry and Trade (MIT), the Ministry of Natural Resources and Tourism (MNRT), and the Civil Service Department (CSD). In addition, there will be five representatives of the private sector, who will be appointed by the Tanzania Private Sector Foundation (TPSF). NSC will be chaired by the permanent secretary of MAFS which is the agricultural sector coordinating ministry and will meet at least once every quarter. NSC is responsible for coordinating the implementation of ASDP at national level and monitoring its performance to ensure that the goals of ASDP are being achieved.

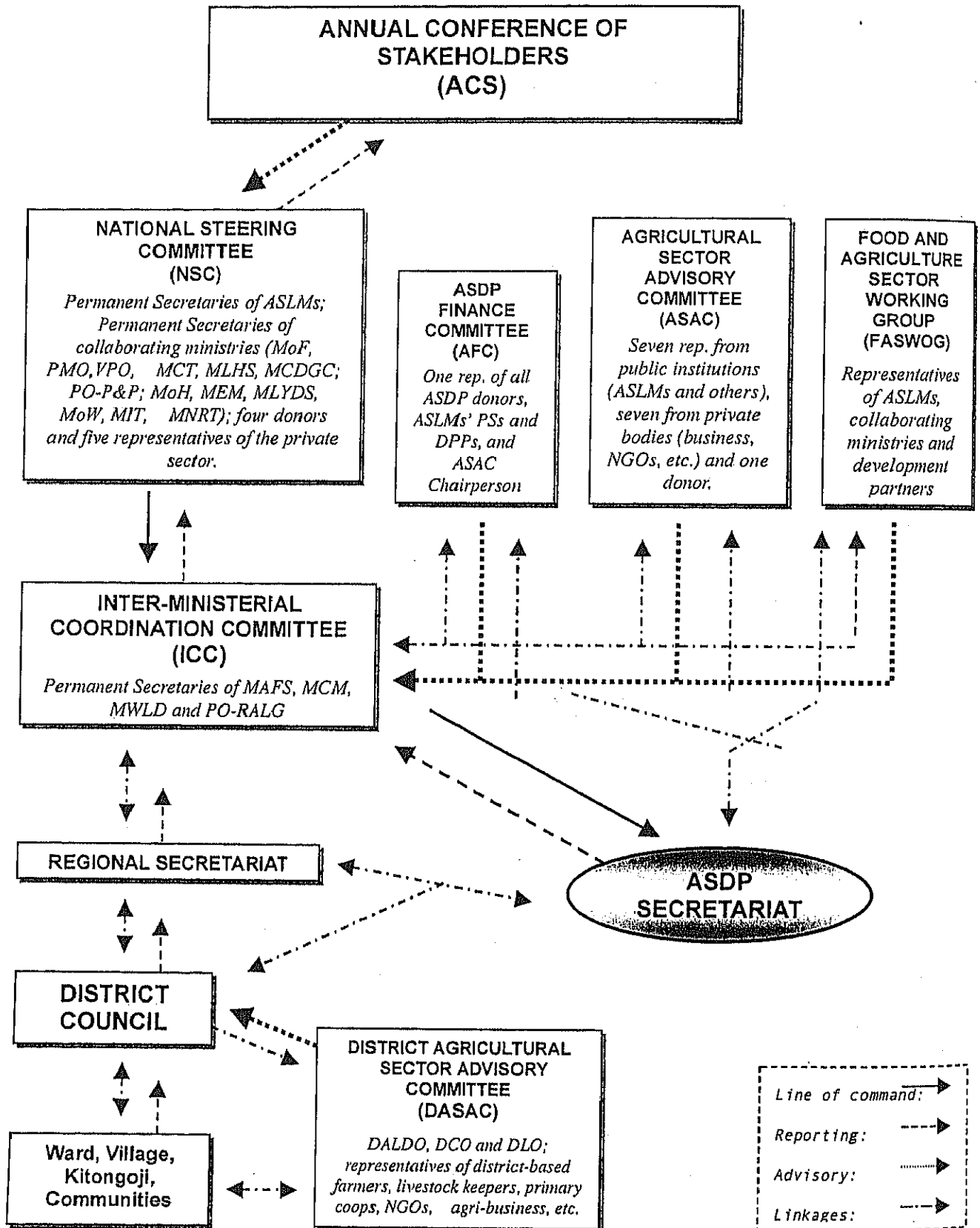
#### ***Inter-ministerial Coordinating Committee (ICC)***

Inter-ministerial Coordinating Committee (ICC) is composed of permanent secretaries of ASLMs and PO-RALG. It is mandated to act on behalf of NSC on matters that require urgent decisions. ICC is chaired by the permanent secretary of MAFS. It meets

at least quarterly and more often as needs arise.

Chart 3 describes the overall management structure of ASDP particularly in the phase 2.

Chart 3 Management Structure of ASDP Formulation in the Phase 2



### **3-2. Alignment of the Local Government Authorities**

In accordance with LGRP, LGAs will play an increasingly important role in the implementation of ASDP. Essentially they will guide and implement the development initiatives needed to support improved production. These functions include promoting investment in the sector; formulating policies and its regulatory and institutional framework; facilitating promotion of research; training and the provision of advisory services; facilitating private sector marketing and access to financial services; and ensuring effective coordination with the other sectors. Promoting investment is a relatively new function for LGAs, hence staff training and re-orientation will be necessary. New methodologies will be developed, such as developing district agricultural investment information packages, allocating land for agricultural production and identifying and preparing for investment areas of under used potential.

In particular, LGAs will:

- formulate and implement DADPs as part of DDPs. This will be based on the Opportunities and Obstacles to Development (O&OD) Guidelines for participatory planning procedures and DADP guidelines;
- prepare quarterly and annual progress reports;
- supervise the implementation of legislation relevant to the sector;
- supervise and coordinate the delivery of support services such as extension, cooperatives inspectorate, agricultural information and animal health services;
- mobilise resources (financial, human and facilities/equipment) for local development programmes;
- administration of villages for the purpose of stimulating sustained development;
- land administration, land use planning and management for effective and sustainable land utilisation; and
- develop and maintain rural infrastructure.

### **3-3. Example of Alignment of Private and Public Investment in Agricultural Sector**

As mentioned earlier, the overall objective of ASDS is to create an enabling environment for improving agricultural productivity and profitability, improving farm incomes reducing rural poverty and ensuring household food security. Specific sector growth targets for agriculture that will contribute to achieve the PRS targets are:

- reducing percentage of the rural population below basic poverty line from 38.7% in 2000/01 to 20.4% in 2010;
- reducing the percentage of rural food-poor people from 20.4% in 2000/01 to 11.6 % in 2010; and
- growth rate in agriculture of at least 3.4 % in 2000 to 5% by 2003

ASDS provides an opportunity for the public sector to reorient its approach and operate more efficiently. New policies and strategies in the rural sector offer a new focus on productivity, sustainability and profitability. In terms of organizations, ASDS advocates private/public sector partnerships and processor/producer contracts. It supports the growth of small-scale farmers' associations and professional institutions and calls for

improving the dialogue between the private and public sectors on ways to increase efficiency and to expand the sector.

There are important technical aspects in achieving better profitability and sustainability in agriculture. These include primarily improved management of agricultural resources, combined with increased efficiencies in managing inputs and outputs at all stages of the production chain, the adoption of new technologies, and the extension of use of existing technologies (land husbandry, reduced tillage, mechanisation, water harvesting and irrigation, range management, crop protection and animal health, post-harvest management, etc). The essence of ASDP is to enable through appropriate interventions, these increases, adoptions and expansions to happen as quickly, as efficiently and as widely as possible.

Public sector investments need to be more focused on providing direct support to agriculture, and less focused on the administrative processes of ASLMs and the other public institutions. A judicious balance is the required between the needs of the institutions to provide effective delivery of public services of farmers and the use of public funds to stimulate production. For the latter to work, it is proposed that increased use be made of matching grants to create incentives and to support producers and processors to invest in new equipment and adopt new technologies.

For ASDS to work, the private sector must be able to respond to new incentives. However, this depends in part on market opportunities, which in turn, depend on national and international output prices and markets. This is an inherent risk for the agricultural sector worldwide and is not specific to Tanzania. It is one that will be careful monitored.

Although ASDP is an instrument for managing public sector investment, this alone will not fuel agricultural growth sustainable growth will essentially have to come from efficiency gains in production, marketing and process and there will not be one sole source of growth (i.e., no "quick fixes"). Improved analysis of problems and potential, increased transaction efficiencies, the mobilization of private investment, raising the value-added for agricultural output and many other factors, will all have a role to play. Much can be achieved, at no additional cost by establishing an "implementation culture" where priority is given to problem solving and by inspiring ways of making the best use of limited resources.

Improving the regulatory framework is a particularly important option, as it requires no more than the removal of existing constraints to production and marketing. This is in line with the ASDS approach of facilitating the creation of an attractive environment to stimulate agricultural development.

**Tanzania: Agricultural Sector Development Programme**  
**Task Force No 3 on Agricultural Services**  
**Formulation Mission (17 November – 3 December 2003)**  
**Terms of Reference (Final Draft - 11 November 2003)**

**Introduction**

1. The Government of Tanzania and development partners are working closely to develop a strategy and implementation plan to strengthen agricultural services, in support of the Agricultural Sector Development Strategy and its operationalisation Programme (ASDS/ASDP). This joint strategic work will lead to formulating a national agricultural services' programme/operation co-financed by the Government and development partners, and for which options for funding modalities are to be explored (e.g. basket funding).
2. Consistent with the ASDP, in December 2002, a methodology for undertaking the detailed formulation of new interventions to be funded by the Government and development partners was developed. The process is based on broad task forces, thematic working groups and investment-specific formulation teams. Three priority Task Forces are in place: Task Force 1 (TF-1): Investment and Implementation at District and Field Level; Task Force 2 (TF-2): Policy, Regulatory and Institutional Framework; and Task Force 3 (TF-3): Agricultural Research, Extension, Information, Training and Technical Services.
3. Over the last 8 months, a team from IFAD, World Bank, FAO and Ireland Aid worked with stakeholders to develop and implement terms of reference (TOR) for TF-3 and its working groups<sup>1</sup>. In June 2003, Working Groups on Extension (WG-EX) and on Farmers' Empowerment and Organizations (WG-FE&O) were launched. The Research Working Group (WG-RE) was launched in September, and the Working Group on Information/Communication (WG-IC) was launched in October. Support studies for the Working groups on extension/empowerment and on research were launched in September and October respectively. Draft reports from Working Groups and studies will be available by mid-November, when the captioned joint Government-Development Partner team<sup>2</sup> will review the progress of TF-3 and begin formulating an agricultural services support programme. The Government-Development Partner mission is planned for 17 November to 3 December 2003.
4. A unified agricultural services programme that will ensure close integration of the various elements of agricultural services, in particular research, extension, training as well as information and Communication will be developed. Therefore, although specific tasks are assigned to each mission member (see below), close interactions among the international team and with the NFT will be essential to achieve the mission objectives.

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<sup>1</sup> Covering research, extension, information, education and communication, technical services, and farmers empowerment and farmers organizations.

<sup>2</sup> The development partner team is composed of Messrs: Guy Evers, Team Leader (FAO); Robert Townsend, Economist, Agricultural Services Programme Task Team Leader (World Bank); Ladisy Chengula, Rural Development Specialist (World Bank); Nicholas Chapman, Monitoring and Evaluation Specialist/Programme Economist (IFAD Consultant); Jacob Kampen, Agricultural Services Specialist (World Bank Consultant); and Arnoud Braun, Empowerment/Information-Communication Specialist (IFAD consultant); and on part-time basis Messrs: Esbern Friis-Hansen, Extension/Empowerment Specialist (IFAD Consultant); and Sizya Lugeye, Agriculture and Natural Resources Adviser (Development Cooperation Ireland); Other donors may join some mission activities.