

THE UNITED REPUBLIC OF TANZANIA



**PRIME MINISTER'S OFFICE
REGIONAL ADMINISTRATION AND LOCAL GOVERNMENT**

**LOCAL GOVERNMENT TRANSPORT PROGRAMME
(LGTP)
PHASE 1 (2007-2012)**

FINAL DRAFT

December, 2007

List of Abbreviations

ADRICS	Annual District Roads Inventory and Condition Survey
ADT	Average Daily Traffic
AIDS	Acquired Immune Deficiency Syndrome
ATTI	Appropriate Technology Training Institute
bn	billion
CSO	Civil Society Organisations (this includes NGOs, CBOs and FBOs)
D-by-D	Decentralisation by Devolution
DC	District Council
DE	District Engineer
DRDP	District Roads Development Programme
DROMAS	District Roads Management System
EIA	Environmental Impact Assessment
ERB	Engineers' Registration Board
FY	Financial Year
GOT	Government of Tanzania
HDM	Highway Development and Management System
HIV	Human Immunodeficiency Virus
HQ	Headquarters
IMT	Intermediate Means of Transport
Km	Kilometre
LGA	Local Government Authority
LGCDG	Local Government Capital Development Grant
LGRICS	Local Government Road Inventory and Condition Survey
LGRP	Local Government Reform Programme
LGTP	Local Government Transport Programme
MDG	Millennium Development Goals
MID	Ministry of Infrastructure Development
MLYDS	Ministry of Labour, Youth Development and Sports
MOF	Ministry of Finance
MOH	Ministry of Health
Mkukuta	Swahili abbreviation for the National Strategy for Growth and Reduction of Poverty (NSGRP)
MTEF	Medium Term Expenditure Framework
NGO	Non-Government Organisation
NMT	Non-Motorised Transport
NRTP	National Rural Transport Programme
NSGRP	National Strategy for Growth and Reduction of Poverty (Mkukuta)
NTP	National Transport Policy
PMO-RALG	Prime Minister's Office -Regional Administration and Local Government
PPRA	Public Procurement Regulatory Authority
PS	Permanent Secretary
RAS	Regional Administrative Secretary
RED	Roads Economic Decision (Model)
RFB	Road Fund Board
RS	Regional Secretariat
RTI	Rural Transport Infrastructure
SSATP	Sub-Saharan Africa Transport Programme
TANROADS	Tanzania National Roads Agency
TIU	Transport Infrastructure Unit
TSH	Tanzanian Shilling
TSIP	Transport Sector Investment Programme
USD	United States Dollar
VTP	Village Travel and Transport Programme

Table of Contents

Map	vi
Executive Summary	vii
PART A: BACKGROUND & JUSTIFICATION	1
1. Introduction	2
1.1 Preparation of the LGTP.....	2
1.2 Layout of the Document	2
2. Visions & Goals	3
2.1 Tanzania’s Vision 2025	3
2.2 Mkukuta.....	3
2.3 Millennium Development Goals	4
2.4 National Transport Policy and Transport Sector Investment Programme	6
2.5 LGTP Vision and Objectives	6
3. Problems to Overcome	7
3.1 Problem Analysis.....	7
3.2 Inadequate transport infrastructure (Annex 1, Figure 3.1)	7
3.3 Inadequate Maintenance of Transport Infrastructure (Annex 1, Figure 3.2)	8
3.4 Sub-Standard Work (Annex 1, Figure 3.3)	9
3.5 Poor Infrastructure not being Rehabilitated/Upgraded (Annex 1, Figure 3.4).....	9
3.6 Unreliable Access (Annex 1, Figure 3.5).....	10
4. Cross-Cutting Issues	11
4.1 HIV/AIDS	11
4.2 Safety.....	12
4.3 Gender	12
4.4 Environment	13
4.5 Good Governance	16
5. Strategic Approach	16
5.1 Focus on Basic Access.....	16
5.2 Use of Government Institutions and Procedures	17
5.3 Capacity Building	18
5.4 Labour-Based Methods.....	19
5.5 Maintenance of Infrastructure	19
5.6 Unclassified Infrastructure.....	19
PART B: THE PROGRAMME	21
6. Main Outputs	22
6.1. Output 1. Optimal Transport Infrastructure Attained	22
6.2. Output 2. Transport infrastructure adequately maintained	23
6.3. Output 3. Quality works achieved.....	25
6.4. Output 4. Transport infrastructure rehabilitated/upgraded	26
6.5. Output 5. Reliable Access Achieved.....	27
6.6. Output 6. Operational Capacity Enhanced	27
7. Indicators	28
7.1 Strategy for Indicators	28
7.2 Relevant National Indicators.....	28
7.3 Goal and Purpose Indicators	30
7.4 Output Indicators	30
7.5 Indicators for Crosscutting Issues	32
8. Key Activities	33
Key Activities for Output 1: Optimal transport infrastructure attained	34
Key Activities for Output 2: Transport infrastructure adequately maintained	34

	Key Activities for Output 3: Quality works achieved.....	35
	Key Activities for Output 4: Transport infrastructure rehabilitated/upgraded.....	37
	Key Activities for Output 5: Reliable access achieved (basic rural access standards adopted).....	38
	Key Activities for Output 6: Operational capacity of PMO-RALG (HQ, RS) and LGAs enhanced	38
9.	LGTP Budget.....	39
9.1	Classified Road Maintenance.....	39
9.2	Unclassified Road Maintenance.....	40
9.3	Development Budget Requirements	40
9.4	Institutional Support and Capacity Development Budget Requirements.....	41
9.5	Overall LGTP Budget.....	41
9.6	Cross-Cutting Issues	41
9.7	Donor Support	42
9.8	Technical Assistance	42
10.	Socio-Economic Justification of the LGTP.....	42
10.1	Increased investment in agricultural potential areas through increased farm gate prices.....	43
10.2	Increased access to socio political and cultural services	43
10.3	Schools:	43
10.4	Health	43
10.5	Increase in diversification of rural livelihoods strategies	44
10.6	Accelerate Agricultural development.....	44
10.7	Measurement of Benefits	44
10.8	Overall Estimation of Socio-economic Benefits	45
10.9	Prioritisation Methodology for LGTP Phase 1.....	46
11.	Risk Assessment	47
11.1	Development Objective	47
11.2	Programme Purpose.....	47
11.3	Outputs	48
11.4	Ownership and acceptance by LGAs and communities of the LGTP approach	48
11.5	Capacity available to plan, manage and carry out the planned activities.....	49
11.6	Funding available according to the LGTP plan.....	50
11.7	External events (calamities) such as extreme weather or security problems	51
11.8	Misuse of Funds.....	51
	PART C: IMPLEMENTATION PROCEDURES.....	52
12.	Stakeholders' Roles and Responsibilities.....	53
12.1.	PMO-RALG and Regional Secretariats	53
12.2.	Local Government Authorities.....	53
12.3.	MID	54
12.4.	TANROADS	54
12.5.	Ministry of Finance.....	55
12.6.	Road Fund Board.....	55
12.7.	Regional Roads Boards.....	55
12.8.	Communities.....	55
12.9.	Transport Infrastructure Users	56
12.10.	Private Sector Institutions	56
12.11.	Development Partners.....	56
12.12.	Training Bodies & Academic Institutions.....	56

13.	Programme Management.....	57
13.1.	Existing Institutions.....	57
13.2.	Possible Institutional Changes.....	58
14.	Planning and Budgeting.....	59
14.1.	Responsibilities.....	59
14.2.	Annual Workplans and Performance Agreements.....	59
14.3.	Multi-year Planning.....	60
14.4.	Preparation of Contracts.....	61
14.5.	DROMAS.....	61
14.6.	LG-RICS.....	62
15.	Implementation of Infrastructure Improvement Projects.....	62
15.1.	Responsibility for Implementation.....	62
15.2.	Involvement of Stakeholders.....	62
15.3.	Use of Contractors.....	63
15.4.	Use of Consultants.....	64
15.5.	Organisation of Contracts.....	64
15.6.	Supervision Transport.....	66
15.7.	Capacity Building.....	66
15.8.	Cross Cutting Issues.....	67
16.	Monitoring and Reporting.....	67
16.1	Strategy for Monitoring and Reporting.....	67
16.2	Cross-cutting Issues.....	68
16.3	Roles and Responsibilities.....	68
16.4	Monthly Flash Reports.....	69
16.5	Role of RS Engineers.....	69
16.6	Increasing the Capacity for Monitoring LGAs.....	69
16.7	Regional Forums for Council Engineers.....	70
16.8	Impact Monitoring.....	70
16.9	Reviews.....	71
17.	Financial and Procurement Procedures.....	71
17.1	Financial Procedures and Funding.....	71
17.2	Road Fund.....	72
17.3	Local Government Capital Development Grant.....	72
17.4	VTTP.....	73
17.5	Locally-generated Revenues/Discretionary Funds.....	73
17.6	Predictability of Funding.....	74
17.7	Technical and Financial Audits.....	74
17.8	Procurement.....	74
17.9	Framework Contracts.....	75
18.	Good Governance.....	75
18.1	Need for Good Governance.....	75
18.2	Strategy for LGTP.....	76
18.3	Disclosure of Information.....	77
18.4	Transport User Group.....	78
18.5	Report Cards.....	78
18.6	Contractors and Consultants.....	78
18.7	Implementation Targets.....	79
19.	Implementation Plan.....	79

List of Annexes

- Annex 1: Problem Trees
- Annex 2: Local Government Road Network Information
- Annex 3: Logical Framework
- Annex 4: Traffic Counts
- Annex 5: Mkukuta Operational Targets
- Annex 6: Prioritisation Methodology

Map

<<to be inserted>>

Executive Summary

A. Background & Justification

The Local Government Transport Programme (LGTP) is a comprehensive programme for the development and maintenance of Tanzania's local government transport infrastructure. This infrastructure comprises classified rural and urban tertiary roads; unclassified community roads, tracks and paths; water transport infrastructure; and a number of rural airstrips. The LGTP is fully integrated into, and consistent with, the National Transport Policy and the Transport Sector Investment Programme (TSIP).

The core problem that will be addressed by the LGTP is the isolation or lack of access to economic opportunities and social services of the poor. The immediate objective is *"accessibility in urban and rural areas significantly improved on a sustainable basis"*. This will have a potential impact on all three clusters of the National Strategy for Growth and Reduction of Poverty (NSGRP/Mkukuta) as well as all eight of the Millennium Development Goals. In many cases, the LGTP will be an important facilitator for the achievement of these national strategies and goals. The development objective to which the LGTP will contribute is *"poverty in rural and urban areas reduced"*.

One of the main problems to be overcome by the LGTP is the current poor state of the extensive tertiary road system. Of a total classified network of 56,625 kilometres, almost 15,000 kilometres is currently not passable by normal motorised vehicles. A further 20-30,000 kilometres is not passable by normal motorised vehicles during the rainy season. 82% of the network is earth surfaced and 16.6% gravel surfaced while 1.4% is sealed. The immediate priority is to improve passability such that the network provides reliable access for the prevailing means of motorised transport, typically a two-wheel drive pick-up.

The proposed strategy is to focus on establishing basic access on the classified network in a first five-year phase from 2007 to 2012. Maintenance of infrastructure will be generally prioritised over improvements and upgrading. Establishing arrangements for carrying out and funding maintenance will be part of the process of planning and approving infrastructure improvements under the LGTP.

With regard to water transport infrastructure, the most urgent needs will be identified and prioritised and some few improvements will be carried out during the first phase. This will provide lessons for planning of the next phases. The priority of the village travel and transport programme component (VTTP) will be to extend the approach nationwide emphasising those areas and communities with difficult rural access problems and high levels of poverty.

Capacity building will be an integral part of the LGTP and particularly significant in the first five-year phase. Cross-cutting issues such as gender equity, HIV/AIDS, environmental management and safety will be mainstreamed into the implementation.

To ensure realisation of some of the important socio-economic benefits of the programme and to carry out efficiently works that will predominantly be relatively small-

scale and scattered, labour-based methods will be used for most of the physical works under the programme.

B. The Programme

The six main outputs for the LGTP's immediate objective in the first phase from 2007 to 2012 are:

- Output 1. Optimal transport infrastructure attained;
- Output 2. Transport infrastructure adequately maintained;
- Output 3. Quality works achieved;
- Output 4. Transport infrastructure rehabilitated/upgraded;
- Output 5. Reliable access achieved (basic rural access standards adopted); and
- Output 6. Operational capacity of PMO-RALG (HQ, RS) and LGAs enhanced.

The main indicators of success for the programme purpose are the establishment of basic access on at least 90% of the network and an increase from 86% to 92% in the proportion of rural people living within 2 kilometres of an all season passable road by 2012. Between two and four indicators have been identified for each of the six outputs. These include 15,000 kilometres of spot improvement, 18,000 culverts installed and 12,000 other bottlenecks addressed to provide basic access on the LGA network. In addition, at least 2,000 kilometres of economically important roads will be rehabilitated or upgraded, including 300 kilometres of urban roads. Further details are given in Chapter 7.

The LGTP will be fully integrated into the Government Budget. The estimated overall budget for the first five-year phase is USD 431.8 million (Tsh 552.1 bn.). The annual cost is estimated to rise from USD 64.7 million (Tsh 82.7 bn.) in 2007/08 to USD 103.8 million (Tsh 132.7 bn.) by 2011/12 – see Table 9.4 for more details. This is a framework budget that will be superseded by annual workplan budgets. It covers infrastructure improvement and maintenance as well as related capacity building. Donor support will be required to cover the shortfall between government resources and the required budget. This is detailed in the TSIP on a sector-wide basis.

It has been estimated that about 2 million people will benefit from new motorable access and a further 1.5 million from improved access by the end of phase 1 in mid 2012. Through the extensive use of labour-based methods for construction and maintenance of classified infrastructure, approximately 250,000 person-years of employment will be created over five years. Based on an average duration of employment of 5 months, the LGTP will generate about 600,000 jobs.

Where traffic levels are below 50 vehicles per day i.e. most of the network, evaluation and prioritisation of individual schemes for infrastructure improvement will be based on a simplified cost-effectiveness approach.

The key risks and assumptions identified for the success of the programme relate to ownership and acceptance by LGAs and communities of the LGTP approach; capacity to carry out the planned activities; availability of funding; and external shocks such as extreme weather events. Where possible, risks have been internalised in the design of the LGTP e.g. by emphasising capacity building. The remaining external risks have been assessed as reasonable although continuous monitoring of these will be required.

C. Implementation Procedures

The LGTP will be implemented through the local government system using existing Government institutions and procedures. Where existing systems are weak, the strategy will be to improve the systems rather than create parallel systems. Local contractors will carry out most of the physical works. Local consultants will be used to assist and strengthen the capacity of local government authorities (LGAs) in the planning, design, tendering and supervision of contracts.

For VTTP activities, implementation responsibility will be with the beneficiary communities. The role of the LGA will be facilitator, coordinator and monitor.

LGAs will be responsible for managing the LGTP programme within their respective areas. PMO-RALG Headquarters, supported by Regional Secretariat (RS) Engineers, will be responsible for strategic planning, monitoring, coordination and technical backstopping. PMO-RALG will provide liaison with other sector partners including the Ministry of Infrastructure Development. Inside PMO-RALG, the Transport Infrastructure Unit (TIU) in the Department of Sector Coordination will be responsible for the LGTP. However, the Government is currently considering other possible administrative arrangements including the setting up of a new roads agency for local government roads.

PMO-RALG has prepared a five-year framework budget in the form of an overall Road Network Master Plan. Within this framework, LGAs will produce five-year Council Transport Infrastructure Master Plans and three-year rolling maintenance and development programmes. These will include transport infrastructure projects funded by other sources of funds and/or other sector programmes.

Each LGA will prepare an annual workplan and a procurement plan covering all planned LGTP activities. Once this is finalised and the budgets are approved, this will form the basis for the Annual Performance Agreements¹ between each LGA and PMO-RALG. These will be binding agreements on the use of funds. They will provide the yardstick for detailed monitoring and reporting.

Council Engineers will prepare quarterly reports that will be forwarded to the TIU in PMO-RALG headquarters through the RS Engineers. The RS Engineers will compile quarterly regional summary reports. The TIU will prepare quarterly national summary reports. In addition, PMO-RALG will prepare an annual report focusing on the overall achievements of the LGTP against the programme's outputs and purpose.

Funds for road maintenance will be provided by the Road Fund using systems and procedures that are already well established. Funds for other LGTP activities at local government level will be provided by Ministry of Finance as specific, ring-fenced allocations in the Local Government Capital Development Grant (LGCDG). The disbursement of funds through the LGCDG will be subject to Councils meeting certain Minimum Conditions and the amounts disbursed may be adjusted based on annual performance using procedures already established in the LGCDG system.

¹ The Annual Performance Agreement for each Council will be a single document covering maintenance, development and capacity building in relation to all Local Government Transport Infrastructure.

Existing technical and financial auditing of road fund activities will be extended to all LGTP activities. Auditing will be coordinated between the Road Fund Board and the LGCDG Steering Committee. Information on audits will be shared between the two systems.

The LGTP will put considerable emphasis on establishing transparency and accountability. Systems will be put in place for the regular public disclosure of information relating to plans and contracts for infrastructure works. The establishment at district level of multi-stakeholder Transport User Groups will be encouraged. These will be non-executive bodies. Their role will be to discuss with the LGA problems related to transport infrastructure including the implementation of maintenance and development projects. There will be a zero tolerance approach towards corruption.

The LGTP has been planned and designed with a perspective of at least 10-15 years. To synchronise with the TSIP, it will be implemented in 5-year phases. The first phase is from 1st July 2007 to 30th June 2012 (the Tanzanian financial year is July-June). Implementation will follow the Government's normal planning and budgeting cycle.

PART A: BACKGROUND & JUSTIFICATION

1. Introduction

“Transport is central to development. Without physical access to jobs, health, education, and other amenities, the quality of life suffers; without physical access to resources and markets, growth stagnates, and poverty reduction cannot be sustained.” (Development in Practice, World Bank, 1996)

1.1 Preparation of the LGTP

In 2004, the Government of Tanzania (GOT) requested assistance from the Norwegian Government in the preparation of a programme to improve the local government transport system, the National Rural Transport Programme (NRTP), but now known as the Local Government Transport Programme (LGTP) to emphasise that the programme also includes urban transport. A two-year preparation phase commenced in mid 2005. For FY 2006/07 the LGTP (by then NRTP) was integrated into the Medium Term Expenditure Framework for the PMO-RALG. In stakeholder workshops in April and August 2006, the framework for a strategic plan was drawn up. In 2007, the Ten Year Transport Sector Investment Programme (TSIP) Phase I was finalised. This outlined the investment strategy for the whole of the transport sector, including local government transport infrastructure, over a first five-year phase (2007/08-2011/12).

In parallel with these developments, a major Local Government Road Inventory and Condition Survey (LGRICS) was carried out between 2005 and 2006 with support from the World Bank. This provides a comprehensive database of the local government road system including detailed maps for the road network. The full results of this survey will be fully available by the end of 2007.

1.2 Layout of the Document

This document describes how Tanzania plans to transform the local transport infrastructure through the LGTP as a component of the TSIP. It is a comprehensive programme covering all aspects of the development and maintenance of that portion of the nation’s transport infrastructure that is under the responsibility of local government authorities. This infrastructure comprises:

- An extensive network of classified tertiary rural and urban roads;
- A large network of unclassified village roads, tracks and paths that connect farms and communities to the classified road network;
- Water transport infrastructure, such as jetties, wharves and dredged channels, that is under the responsibility of local government authorities. (In some areas, for example around Lake Victoria, water transport is the dominant mode of transport.); and
- A small number of rural airstrips that are under the responsibility of local government authorities.

This Programme Document is divided into three main sections. Part A: Chapters 1 to 5 describe the background and overall justification for the programme. Part B: Chapters 6 to 11 describe the programme’s logical framework – objectives, outputs, etc. Part C: Chapters 12 to 19 describe the implementation procedures.

2. Visions & Goals

2.1 Tanzania's Vision 2025

Tanzania's long-term vision foresees a nation by 2025 with a high quality livelihood. Good governance will provide the foundation for a competitive economy that will be capable of producing sustainable growth and shared benefits. The economy will grow from the present Gross Domestic Product per capita of about USD 210 to the level of typical medium developed country, with an estimated per capita Gross Domestic Product of USD 2,500. Amongst other things, the achievement of this vision will require an economic growth rate of at least 8% per annum, an adequate level of physical infrastructure and good access to economic and social services for all Tanzanians.

The realisation of this vision puts a high priority on eliminating abject poverty, substantially reducing inequality and enhancing social cohesion. The achievement of the vision will be underpinned by a transformation of the economy from a low productivity agricultural economy to a semi-industrialized one led by modernized and highly productive agricultural activities that are effectively integrated and buttressed by supportive industrial and service activities in the rural and urban areas.

The kind of society described in Tanzania's Development Vision 2025 will require a local government transport system that provides all people with adequate access to jobs, markets and social services. The network should facilitate the economic transformation envisaged in agriculture and industry. This requires a minimum of satisfactory access to all areas, including both remote rural areas and disadvantaged urban areas.

2.2 Mkukuta

In the medium term, the overarching goal of Tanzania's development agenda is the reduction of poverty. The strategy to achieve this is described in Tanzania's National Strategy for Growth and Reduction of Poverty (NSGRP, June 2005), more commonly known by the Swahili abbreviation "Mkukuta". This puts particular emphasis on the need to promote strong and equitable growth through the improvement of the transport infrastructure network. This will not only improve connections between producers and markets but also improve access to social services. The Mkukuta highlights the need for targeting resources to sectors and geographical areas with the greatest potential for reducing poverty.

Because of the poor state of the local government transport infrastructure, there is a risk that certain sections of the population will be left behind by economic progress. Communities with inadequate physical access are likely to remain locked into a subsistence existence and disengaged from the mainstream economy. Urban areas lacking basic access will remain highly disadvantaged in terms of the provision of services. Private sector investment will be discouraged from these areas by high transport costs and lack of complementary services. Moreover, poor access will make the provision of social and economic services to these communities difficult and

expensive, further reinforcing their relative disadvantage compared to the rest of society.

The conclusion is that the Mkukuta will only be successful if there is a satisfactory level of local government transport infrastructure. The achievement of this, properly designed and implemented, will have an impact on all of the Mkukuta strategy “clusters”. The potential impacts are summarised in Table 2.1 below.

Table 2.1: Potential Impact of LGTP on Mkukuta Clusters

Mkukuta Cluster	The Potential Impact of Improvements in Local Government Transport Infrastructure
I Growth and Reduction of Income Poverty	Promote economic development including agricultural transformation in rural and disadvantaged urban areas by reducing transport costs and thereby reducing the costs of inputs, reducing marketing costs, increasing farm gate prices, increasing available time for productive activities by reducing the time spent on transport and facilitating the flow of ideas and new technology.
II Improvement of Quality of Life and Social Well-Being	Facilitate the provision of social services in areas with hitherto difficult access and improve the mobility of people with more, better and cheaper transport services.
III Governance & Accountability	Enhance governance and accountability through the strengthening of the delivery of services by local government authorities and promoting a participatory approach to the prioritisation, implementation and monitoring of the improvement and maintenance of local government transport infrastructure.

2.3 Millennium Development Goals

Tanzania, through the Mkukuta and other measures, is committed to addressing the internationally agreed Millennium Development Goals (MDGs). Although the benefits of improvements to transport infrastructure are generally categorised under economic growth, their impact is far wider. In particular, the lowest levels of transport infrastructure, which is that part under the responsibility of local government authorities, have an important role to play in the achievement of most of the MDGs. This is illustrated in summary form in Table 2.2 below. Under each goal, the potential impact of local government transport infrastructure is described.

Table 2.2: Potential Impact of LGTP on MDGs

Goal	Potential Impact of Improvements to Local Government Transport Infrastructure in Tanzania
Goal 1 Eradicate Extreme Poverty & Hunger	Promote economic development in rural areas and disadvantaged urban areas. Reduce food insecurity by facilitating the provision of agricultural inputs and the marketing of production and by reducing transport costs between areas of food surplus and areas of food deficit.
Goal 2 Achieve Universal Primary Education	Improve access to areas with poor or no school facilities thereby facilitating the provision of school buildings and support to teachers. Improve conditions for teachers posted to remote areas thereby encouraging teachers to work in these areas and reducing absenteeism by teachers. Through local access improvements, facilitate safe access to schools for schoolchildren.

<p>Goal 3 Promote Gender Equality and Empower Women</p>	<p>Studies have shown that local transport infrastructure is of greater importance to women than national transport infrastructure. It is on the local transport network that most of their daily activities such as water collection and local marketing are carried out. Thus, improving the local transport infrastructure has the potential to have a significant impact on the lives of women. Moreover, adopting a broad participative approach to the identification, monitoring and implementation of local transport infrastructure improvements, can potentially promote gender equality and the empowerment of women.</p>
<p>Goal 4 Reduce Child Mortality</p>	<p>Eight out of ten children that die in Tanzania, die at home and six of them without any contact with formal health services. Improving access to health facilities and facilitating access by health workers to areas that currently have poor transport links has the potential to address this issue.</p>
<p>Goal 5 Improve Maternal Health</p>	<p>Over the past decade the proportion of births that were attended by trained personnel and those that took place in health facilities have declined in Tanzania. Complications in childbirth and the difficulty of transporting women in labour to health facilities is a significant source of death amongst young women. Improved accessibility can help increase the percentage of births attended by trained personnel and facilitate the transport of patients to hospital in an emergency.</p>
<p>Goal 6 Combat HIV and AIDS, Malaria and other Diseases</p>	<p>The policies in Tanzania on reducing diseases, including HIV-AIDS and Malaria, emphasise preventative measures. These are founded on sustained campaigns of education, vaccination, etc. The population in more remote (i.e. rural) areas are currently in a much worse situation than those that are less remote. Reliable access to all areas is required in order to provide the necessary outreach.</p>
<p>Goal 7 Ensure Environmental Sustainability</p>	<p>Tanzania has robust regulations for the protection of the environment. The challenge is enforcing these. One of the main pressures is from deforestation through excessive tree cutting for firewood, charcoal and other uses. Opening up areas by providing better physical access could contribute to the faster (uncontrolled) exploitation of resources. However, the lesson is that monitoring environmental degradation, educating local people on the sustainable use of resources and enforcing regulations requires good and reliable access.</p>
<p>Goal 8 Develop a Global Partnership for Development</p>	<p>Tanzania aims to become a better competitor in today's globalised economy. Its future development strategy relies on increasing exports, particularly in the agricultural sector. This requires stronger transport infrastructure links between areas of production and processing points and onwards to points of export. Another strand of this MDG is the issue of decent and productive work especially for the youth. Labour-based technologies, which are particularly suitable for much of the required improvement and maintenance of local transport infrastructure, offer the potential to create jobs in the construction sector. Over the next 5-10 years, when the transport infrastructure is being brought up to standard, this potential is large and reaches out to the whole country.</p>

One of the main conclusions from the above brief analysis is that the improvement of local transport infrastructure is **relevant to all the MDGs**. In most cases, it is a facilitator for the achievement of the MDG. In some cases, it may be a necessary precondition.

Another important conclusion is that the priority is **access to all areas**. Achieving the MDGs requires reaching the whole population. Indeed, as further progress is made on poverty reduction, it is likely to be those areas with the poorest access that become the highest priority.

A further conclusion is that **how the improvement and maintenance of transport infrastructure is carried out** is important. For example, impacts on gender equality and the empowerment of women can be promoted only if careful attention is paid to these issues during implementation. Similarly, job creation will only occur on any significant scale if there is a definite policy on using labour-based techniques for infrastructure improvement and maintenance.

2.4 National Transport Policy and Transport Sector Investment Programme

The National Transport Policy (NTP, 2003) describes how the transport sector will contribute to national goals and objectives. The vision of the policy is *“to have efficient and cost-effective domestic and international transport services to all segments of the population and sectors of the national economy with maximum safety and minimum environmental degradation.”* The Transport Sector Investment Programme (TSIP, 2007) describes how this will be achieved through practical measures to steadily improve and sustainably maintain the transport system in a first phase between financial years 2007/08 and 2011/12.

The NTP and the TSIP promote a coordinated approach to transport improvements. This includes between different levels of the transport infrastructure network and between different modes of transport. In most cases, the local government transport infrastructure is the weakest link in the transport network. This is the main justification for a special effort to improve the local government transport infrastructure, whilst not losing sight of the need for connectivity and interaction with other transport sub-sectors.

2.5 LGTP Vision and Objectives

The visions and objectives of the LGTP have been drawn up to be consistent with the NTP and TSIP. However, although reducing isolation by improving accessibility is a transport sector issue, it is also a component of the rural development process. The core problem to be addressed is not the limited extent, low standard, poor condition, or lack of maintenance of local transport infrastructure. Nor is it this plus the high cost, limited availability and unreliability of transport services. The core problem is **the isolation, or lack of access, of the poor.**

It is for this reason that the immediate objective to which the LGTP will contribute over the first five years will be: **Accessibility in urban and rural areas significantly improved on sustainable basis.** A “significant” improvement is necessary to have an impact on economic and social activities. A “sustained” improvement is necessary in order for a transformation in economic and social activities to take place, thereby, making a meaningful contribution to poverty reduction.

This will contribute to achieving the vision of a local government transport infrastructure network that meets the needs of rural and urban people for access and mobility. The standard of each part of the network will be set to meet these aspirations whilst being at a level that is affordable and sustainable. The overarching development objective to which the LGTP will contribute will be the **reduction in poverty in rural and urban areas.**

3. Problems to Overcome

3.1 Problem Analysis

The current state of the local government transport network is generally poor. A significant length of the classified network, estimated to be at least 15,000 kilometres, is currently only motorable by four-wheel drive vehicles at any time of the year. An even greater length, of the order of 20-30,000 kilometres, is not passable by normal motorized vehicles during the rainy seasons. The network does not adequately serve the current needs of the population or the wider economy. This is a serious situation and in need of urgent attention if local transport is not to be the bottleneck to development in Tanzania.

A problem analysis of the local government transport system was carried out in two stakeholders' workshops in April and August 2006. The core problem identified was poor accessibility in rural areas, although it was later found that the same issues and core problem applied to urban areas. The causes and effects of this problem were elaborated in a problem tree (see Annex 1, Figure 3). The immediate causes of poor accessibility were identified as the following:

1. Inadequate transport infrastructure;
2. Inadequate maintenance of transport infrastructure;
3. Substandard work;
4. Poor infrastructure not being rehabilitated and upgraded; and
5. Unreliable access (lack of basic access standards).

These issues and their underlying causes are discussed below.

3.2 Inadequate transport infrastructure (Annex 1, Figure 3.1)

The network of local government transport infrastructure is extensive. Over 80% of the roads are earth roads and many have never been "engineered". There are few road drainage structures. The water transport system lacks adequate jetties, wharves and basic navigation aids. The overall length of the road network in Tanzania is 85,517 kilometres, of which 56,625 (66.2%) is made up of local government authority (LGA) roads. This excludes the extensive, but not measured, network of community roads, i.e. village level roads, tracks and paths and the water transport network that are also a local government responsibility².

Table 3.1: Road Network Lengths

Type	Lengths (Km)	%
District roads	29,537	34.5
Feeder roads	21,191	24.8
Urban roads	5,897	6.9
Total Classified LGA roads	56,625	66.2
Total Classified National roads	28,892	33.8
Total Classified Roads	85,517	100.0

Source: LG-RICS, 2007

² To put the LGA network length into perspective, 56,625 km is approximately six times the distance between Cape Town and Cairo.

Local tracks and paths/trails are largely unimproved with difficult and sometimes dangerous river crossings and steep hill slopes. Most local water landing points lack jetties making loading and offloading difficult. Despite this, until recently little has been done to improve the situation.

Part of the reason for this apparent neglect of local transport infrastructure is that it remains invisible to most planners and decision-makers. The movement of goods and people that does not take place using motorised transport tends to fall outside conventional transport planning. Non-motorised transport and pedestrians are generally ignored when planning or prioritising investments.

There is a scarcity of data on travel patterns and transport demand at the lowest levels of the transport system. The initiatives that have been taken to improve the local transport system have been fragmented and of relatively short duration.

Lack of awareness of local transport issues, weak sector coordination, fragmented development due to the absence of integrated plans and lack of land-use plans were all identified in the stakeholder workshops as causes of the existing situation of “inadequate transport infrastructure”.

3.3 Inadequate Maintenance of Transport Infrastructure (Annex 1, Figure 3.2)

Prior to the institution of the Road Fund, there had been a long period when funding to local authorities for roads had been meagre³. The result was a road network in generally poor condition with only sporadic interventions and no regular maintenance.

Following the establishment of the Road Fund, regular transfers to local authorities commenced. These are made by the Road Fund Board to dedicated Road Fund bank accounts in every local authority. PMO-RALG advises the Road Fund Board of the amounts to be distributed to each LGA. The apportionment up to FY 2006/07 was based on factors dominated by equity. From FY 2007/08, a new allocation formula has been introduced. This is based more closely on the actual needs for road maintenance depending on the size and condition of the road network in each council area.

The amount allocated to local authorities from the Road Fund has grown steadily. By 2007, it had reached approximately US\$ 125,000 per rural district⁴. Following the announcement of the budget for FY 2007/08, the overall budget for road maintenance has increased by about 150%. However, due to the new allocation formula, there are significant variations between the councils.

Unfortunately, the growth in maintenance up to 2007 has not been matched by an adequate increase in development funds. The consequence is that it has been difficult to plan a logical mix of improvement works followed by regular maintenance. Instead,

³ The amounts were of the order of US\$ 20,000 per rural district. This was based on the maintenance of a notional 50km per district, irrespective of the actual network length.

⁴ Urban authorities receive higher amounts.

maintenance funds have been predominantly used for ad-hoc spot repairs and partial rehabilitation of the existing network.

This pragmatic approach has led to some improvement in the passability of the network. In some cases, this can be an efficient use of resources e.g. where traffic levels are low and substantial investment in road rehabilitation is not economically justified. However, the lack of an overall plan and strategy has left the system open to non-transparent and subjective decision-making and political interference. Moreover, this approach has not encouraged the development of a “maintenance culture” in local authorities.

3.4 Sub-Standard Work (Annex 1, Figure 3.3)

A major problem with the local transport network is the low standard of work carried out. This has a number of contributory factors including poor design, low capacity of local contractors, inadequate supervision and lack of technical auditing. The consequence is that works carried out are often not durable.

Poor supervision is a major problem. Partly, this is due to lack of resources, e.g. transport for supervisors to reach site. It is also partly due to a lack of staff with the necessary technical skills. Another factor is that much of the work carried out is spot rehabilitation and spot maintenance. This is more difficult for the Council Engineer to specify precisely and for the contractor to understand clearly than full rehabilitation or full maintenance works. For this reason, good site supervision is especially critical. In the future, for economic efficiency reasons, the LGTP will continue to make extensive use of such spot works. Therefore, this problem must be addressed.

3.5 Poor Infrastructure not being Rehabilitated/Upgraded (Annex 1, Figure 3.4)

The vastness of the local government transport system in terms of both overall length and number of links presents a challenge for planners and engineers. This is exacerbated by the existing high backlog of maintenance works and large number of separate local government authorities (district, town and municipal councils currently totalling 133).

The current condition of the LG network indicates that just above 25,000 kilometres of the classified roads are in poor or bad condition (see Table 3.2). These roads need some form of improvement or rehabilitation to bring them into fair or good condition to provide an acceptable or appropriate service level for motorised transport beyond basic access only. All roads in good and fair condition require regular routine and periodic maintenance.

Information on the classified local government road network in each LGA is given in Annex 2.

Table 3.2: LGA Road Network Condition

Type	Length (Km)	%
Good	7,907	14.0
Fair	23,334	41.2
Total Good & Fair	31,241	55.2
Poor	18,683	33.0
Bad *)	6,701	11.8
Total Poor & Bad	25,384	44.8
Total LGA Roads	56,625	100.0

*) Roads in bad condition include 352km of roads with unknown condition from the LG-RICS.

Source: LG-RICS, 2007

To achieve a consistent and economically efficient improvement in the local transport network will require a high level of organisation and planning. This has to be based on a coherent strategy with clear outputs and objectives.

3.6 Unreliable Access (Annex 1, Figure 3.5)

The most important problem with local transport infrastructure is not its condition but its lack of reliability. Improving efficiency in the movement of goods and people relies on the introduction or increased use of more efficient means of transport. In many cases, this may mean goods being transported by pick-up or small truck rather than by headloading. Similarly, bus transport could replace walking.

However, transport service providers require reliable access. Ultimately, their prime concern is not the speed of travel. It is the risk of the operator's vehicle becoming stuck or damaged. Thus, the first requirement for local transport infrastructure is "passability". Only if a route provides reliable passability is a bus owner likely to introduce a bus service. Similarly, a buyer of farm produce will only visit areas where the risk of becoming stuck is low.

Often a route can be made passable by improving a few critical points or bottlenecks. This may be a river or swamp crossing or sections with weak and slippery soils or low-lying areas with poor drainage or a steep hill. Raising embankments, building culverts, improving side ditches or gravelling short sections of road can transform a route from impassable to passable. Similarly, for water transport, providing jetties for the safe loading and offloading of passengers and goods may encourage the introduction of marine transport services.

There is little or no control of overloading on local roads. One heavily loaded vehicle passing an unpaved road in wet weather can cause enough damage to close the road to normal traffic.

Currently, the information on the location and type of bottlenecks is inadequate⁵. Also, the technically appropriate approaches are not well defined. The solution to the problem of providing access that is more reliable requires a shift in thinking towards **access and passability** rather than local infrastructure condition and speed of travel.

⁵ Some information is available from LGRICS indicating at least 9,000 bottlenecks.

4. Cross-Cutting Issues

Under the Mkukuta, cross-cutting issues are to be mainstreamed into sector strategies and programmes as well as district development plans. Crosscutting issues are reflected in the TSIP and the responsibilities for these with regard to transport sector policies and strategies are assigned to Department of Policy and Planning in the Ministry of Infrastructure Development (MID). The TSIP identifies four cross-cutting issues that are both significant and relevant to the transport sector. These are:

- HIV/AIDS;
- Safety Issues;
- Gender Mainstreaming; and
- Environmental Issues

All these issues are important and relevant for the LGTP. In addition, the issue of good governance is also considered important for the LGTP. These issues are discussed below and linked to the relevant interventions listed in the TSIP (2007).

4.1 HIV/AIDS

HIV/AIDS is considered a national disaster by GOT. The number of people with HIV had risen to about 2.3 million (9.6% of the population) by 2002. Those with AIDS related illness are estimated to be 0.8 million. The spread of HIV has continued to escalate with a high prevalence amongst the productive population. Women have a disproportionately higher prevalence rate compared with men. The reduction of HIV/AIDS has been made a priority area in the Mkukuta to be tackled through a multi sector approach in partnership between the public sector, the private sector, civil society and donors. The implementation of the national response will take place to a large degree at the district and community levels. MDAs and LGAs have focal points that coordinate HIV/AIDS preventive activities within each institution.

The spread of HIV/AIDS is recognised to increase along corridors when roads are improved due to the increased movement of people between different areas. Thus, some of the improvements planned under the LGTP may have a negative impact. Through a wide range of initiatives, there is a high awareness of the threat in Tanzania both in rural and urban areas. However, despite this level of awareness, a corresponding change in attitude and behaviour is yet to be achieved.

Currently, the relevant areas from the TSIP for intervention under the LGTP are:

- Undertaking further research and analysis to determine if and how local transport activities are related with issues such as the spread of HIV/AIDS;
- Conducting training/educational programs for all transport stakeholders on how to combat HIV/AIDS epidemic;
- Support awareness campaigns on HIV/AIDS through Education, Information and Communication (EIC); and
- Training Peer Educators and TAC (*Treatment Action Campaign*) members to equip themselves with the necessary skills for the prevention of HIV/AIDS and other sexually transmitted infections.

PMO-RALG will ensure that existing guidelines are being applied by council engineers and contractors and will take the initiative to improve these if necessary.

4.2 Safety

Although motorised traffic levels are low, safety is an important issue on the local government road system. Because the number of pedestrians and non-motorised transport is high and they are not used to motorised traffic, the risk of accidents between fast moving vehicles and pedestrians or non-motorised transport (NMT) after roads are improved is high. To mitigate this, there needs to be an increased awareness of the issue amongst Council Engineers. They need to be trained in appropriate road safety measures that can be incorporated into the design of improvement works and how safety problems can be observed and mitigated as part of maintenance operations. In addition, road safety education needs to be promoted in schools and communities adjacent to roads to be improved. These activities will be guided nationally by the proposed Road Safety Board and within the sector by MID.

Improvements to tracks and trails and water transport are often prompted by the need to improve safety. For example, the provision of footbridges across streams and the provision of jetties can improve the safety of travellers. For this reason, the LGTP is likely to have a positive effect on safety at this level of the network.

Based on the TSIP, the relevant interventions for the LGTP are:

- Increasing safety awareness covering all the modes of transport;
- To assist MID in analyzing regulations and issues governing safety issues; and
- Strengthening the capacity of LGAs to address safety matters.

4.3 Gender

Gender equality and the empowerment of women are key development goals in both the Development Vision 2025 and the Mkukuta. Gender is at the heart of the Tanzanian concept of growth and reduction of poverty, as both a crosscutting issue and an important factor in all dimensions of wealth creation. In the national policy context, the Government of Tanzania included gender in its Constitution in 2000 and also adopted the Women and Gender Development Policy as a development instrument. The Policy expresses the need for gender mainstreaming in all sectoral policies, strategies and programmes as a deliberate effort to attain gender equality. Key features of the gender results-based framework are equal access to, and utilization of, resources, increased access to education and employment opportunities, and enhanced participation in decision-making processes.

Traditionally women are more active in the day-to-day economic activities especially in the rural areas. They spend a considerable amount of time walking long distances for domestic purpose such as firewood and water collection. They also walk long distances to access services such as health centres and local markets. For these reasons, they tend to be important users of the local government transport system and are major potential beneficiaries of any improvements. Although women do

participate in decision-making at the local level, they are often in the minority, and their voices are less heard in policy-making. The LGTP will ensure that women's voices are heard and that they participate fully in decision-making.

The improvement and maintenance of local transport infrastructure can generate a significant amount of local wage employment. Women are over-represented amongst the poor and face greater difficulties in escaping from poverty. The LGTP will ensure that women are given equal opportunity with men to participate in potential employment opportunities.

The relevant interventions from the TSIP are:

- To undertake studies on gender segregation in the sector and advise MID on actions to be taken.
- Enable vulnerable groups to participate effectively in the transport activities so as to improve their income.
- To increase the participation of women in management and operations of the transport sector through training and empowerment.
- To promote non-motorised means of transport (NMT) as cost-effective local transport.

4.4 Environment

The Environmental Management Act became effective in 2005. This is a framework Act that specifies the requirements of each sector ministry in relation to environmental action strategies, plans, and programmes. The Act provides for the strengthening of the institutional framework for environmental management and makes Environmental Impact Assessment (EIA) mandatory for certain development projects. The Act provides for the National Environmental Management Council (NEMC) to have Zonal Officers responsible for environmental coordination. The Act also provides for Regional Secretariats to be responsible for environmental management in the regional activities.

In relation to the roads sector, environmental considerations are contained in the National Transport Policy (NTP, 2004), the TSIP (2007), the Construction Industry Policy (2002), and the Roads Act (2007). The environment is also recognised as a key cross cutting issue in the Mkukuta.

According to Schedule One A of the Environmental Impact Assessment and Audit Regulations of 2005, EIA is mandatory for the following types of road projects under the jurisdiction of local government:

“14 (iii) Construction and expansion/upgrading of roads, harbours, shipyards, fishing harbours, air fields and ports, railways and pipelines.”

According to Schedule One B of the same Regulations, a Preliminary Environmental Assessment (screening) is required for the following types of road projects under the jurisdiction of local government:

”(xxviii) Rural roads.”

Based on the Preliminary Environmental Assessment the environmental authorities will decide whether an EIA study is required or not.

All road development activities that fall under the categories mentioned above must in the first place be registered with the NEMC.

The MID and the national environmental authorities are currently negotiating to specify the requirements further. This is with a view to focus the environmental efforts towards the areas and projects where the most significant environmental impacts may be expected. The MID has suggested the criteria for registration in Table 4.1 should apply:

Table 4.1: Suggested Criteria for Environmental Registration of Road Projects:

Types of road sector projects that are subject to environmental assessment and must be registered with NEMC:	Types of road sector projects that are NOT subject to environmental assessment and NOT subject to registration with NEMC:
<p>New road construction, i.e. new roads, bypasses and realignment of existing roads</p> <p>Upgrading, i.e. adding new lanes and changing of road surfaces</p> <p>Improvement, i.e. widening lanes and shoulders, adding extra lanes in steep slopes/inclines, improving curves, and strengthening bridges</p> <p>Rehabilitation, i.e. improving drainage, slopes, embankments and other structures, strengthening of pavements, complete resurfacing and recuperating civil works</p> <p>Maintenance that requires either opening of new borrow pits or quarries, or establishment of labour camps</p>	<p>Periodic maintenance*), e.g. resurfacing, lane marking, and bridge maintenance</p> <p>Routine maintenance*), e.g. patching of potholes, clearing of drains and ditches, and clearance of roadside vegetation</p> <p><i>*) If the activity includes opening of a new borrow pit, a new quarry or establishment of a temporary labour camp, the project types ARE subject to environmental assessment and registration with NEMC</i></p>

Source: MID, Safety and Environment Unit

In order to streamline the environmental assessment process and make the assessment work easier for the road authorities, the MID has also suggested that the following screening criteria should apply for the Preliminary Environmental Assessment:

Table 4.2: Suggested EIA Screening Criteria for the Preliminary Environmental Assessment Process:

Item	Full EIA required	Limited EIA required	EIA not required
Resettlement required	> 100 households	1 - 100 households	No households affected
Distance to nearest conservation area	< 10 km	10 - 20 km	> 20 km
Distance to nearest national park	< 10 km	10 - 20 km	> 20 km
Distance to nearest forest reserve	< 10 km	10 - 20 km	> 20 km

Continuous river bank stretches within a distance of 30 m from the road	> 300 m	50 - 300 m	< 50 m
Crossing of wetland or flooding areas	> 300 m	50 - 300 m	< 50 m
Unintended induced development foreseen	Significant impact foreseen	Limited impact foreseen	None
Influence on sensitive areas foreseen	Significant impact foreseen	Limited impact foreseen	None
Opening of new facilities required	N/A	yes	No
Opening of new borrow pits required	N/A	yes	No
Listed on VPO/NEMC's mandatory list	N/A	yes	No

Source: MID, Safety and Environment Unit

Environmental guidelines for roadworks have been produced and disseminated by MID. These include:

- Environmental Assessment (EA) and Management Guidelines for Road Sector, December 2004 (under revision in 2007); and
- Environmental Code of Practice for Road Works, December 2005.

These guidelines will be used to assist implementers in the application of best practice. Only in a few cases are full EIAs likely to be necessary. Improvements to road drainage and other works have the potential to improve the local environment. The exploitation of borrow pits for road materials could be negative if not properly organised and reinstated. The council engineers will liaise with local people on the removal of trees and fences, the channelling of surface water and the opening of borrow pits.

In villages and urban areas, the negative effects of pollution from dust and vehicle emissions during and after construction may be significant. Other pollution in inhabited areas includes noise (especially near schools, hospitals and courts), soil and water pollution at site camps and contamination of water sources (oil, grease, suspended materials). These areas will require the introduction of monitoring and mitigation measures where appropriate.

The wider environmental impacts of LGTP may be more difficult to predict. Opening up areas through better access could accelerate the exploitation of resources but could also facilitate the improved enforcement of environmental controls. For these reasons, the wider impacts of LGTP will need careful monitoring

The relevant interventions from the TSIP are:

- Contribute to the preparation of transport sector environment management tools (guidelines, regulations, standards, EMP, etc);
- Conduct training, workshops and seminars on environmental management to stakeholders; and
- Provision of equipment for environmental monitoring in the sector.

In addition, PMO-RALG will liaise with MID's Safety and Environment Unit on environmental training of road engineers and technicians and follow-up and monitoring of environmental issues on the local government transport system.

4.5 Good Governance

The issue of good governance cuts across all local authority activities. For LGTP the particular issues relate to the possible misuse of funds and mismanagement of contracts. The main area for potential intervention is the strengthening of the public administration, e.g. through increased transparency and accountability. This will be carried out in close collaboration with the Local Government Reform Programme. The issue of Good Governance is discussed in more detail later in this document in relation to the implementation of the LGTP. Specific activities and areas of interventions are given there.

5. Strategic Approach

A strategic approach for the LGTP has been developed to guide the design and implementation of the programme. This seeks to maximise the benefits, in terms of the national and sectoral objectives (see Chapters 2 and 4) by appropriate phasing and method of implementation whilst taking into account the problems to overcome (see Chapter 3). It balances the need to bring physical improvements to the transport network with the need to build capacity for long-term sustainable improvement and maintenance.

5.1 Focus on Basic Access

To achieve the overarching objective of poverty reduction, the approach will be to focus initially on providing basic access for the major share of the population within a short time rather than high quality access and service level for the few. Thus, the first priority for development of the local transport network under the LGTP will be to provide **basic access** on the entire local government transport network. The strategy is to bring about a significant change to the ease of access on the local government transport infrastructure network to as many people as possible as soon as possible. This will meet the immediate objective of *“Accessibility in urban and rural areas significantly improved on sustainable basis”* whilst contributing to the goal of *“poverty in rural and urban areas reduced”*.

Based on the recent LGRICS, about 26% of the classified network, i.e. 14,600 kilometres, is recorded as not motorable. Restoration of access on this network is expected to be largely achievable within the first five years. The target standard will be that required for the safe passage of normal traffic, defined as a two-wheel-drive pick-up or small 3-ton truck, in all seasons. Short periods of closure during or after heavy rain will be acceptable. For the design of interventions, the average travel speed will vary by terrain but will be about 20-30 kilometres per hour. Apart from short periods of closure, **reliable year-round access** will be provided. This standard is the minimum required for “passability”. The work required to achieve this standard might

typically include cross- and side drainage improvements, the raising of embankments, spot gravelling or sealing, improving steep sections and similar works.

The current state of the important connecting water transport infrastructure is not well documented. The strategy for the first five years will be to identify and prioritise the most urgent needs of this network and commence a programme of prioritised improvements. The data collected and experience gained during implementation will inform the planning of future phases.

The improvement of the unclassified network of community roads, i.e. village roads, tracks, footpaths, footbridges and associated waterways will be demand-driven. Beneficiary communities will identify, manage, implement and maintain the improvements. The experience of the VTTP is that these improvements tend naturally to focus on basic access. Therefore, the strategy for the first five years will be to spread the VTTP approach to as many local authority areas as possible giving priority to areas/communities with (a) difficult physical access problems and (b) high levels of poverty.

5.2 Use of Government Institutions and Procedures

There is now a general agreement between the Government of Tanzania (GOT) and its donor partners to move towards a Joint Assistance Strategy for donor cooperation. Donor assistance will in the future be organised as budget support to GOT programmes using GOT systems. This will remove the distortions caused by donor support to specific projects and programmes. The TSIP provides the framework for coordinated support in the transport sector. The LGTP will be consistent with the TSIP and will use normal Government systems and procedures. Generally, external support from donors will be pooled or otherwise organised as budget support and funding for LGTP will be channelled through the Ministry of Finance.

Implementation will be through the local government system. Under previous urban and district level area-based programmes (DRDP, VTTP, etc.), support to improved access has been linked to increased community participation and capacity building at urban, district council and sub-district levels. This supports Tanzania's national strategy of decentralisation by devolution (D-by-D). Moreover, poverty reduction is further enhanced through the better redistribution of wealth, better targeting of resources and increased local empowerment. The experience of these programmes has been positive. For this reason, LGTP will build on the lessons learned and will pay particular attention to consistency with the D-by-D process and increased local participation.

Coordination, monitoring, technical guidance and backstopping of the LGTP will be provided by PMO-RALG. A number of previous initiatives have been taken to improve urban, district and village level transport. However, their impact has been limited and seldom sustained long beyond the ending of the particular project or programme. One of the fundamental causes of this has been the fragmentation of the projects that have been supported by different donors and, sometimes, funded through different ministries. Moreover, these projects and programmes have tended to develop different approaches. LGTP will bring all interventions to improve urban, district and

village level transport infrastructure under one umbrella and will apply a consistent approach throughout the country.

5.3 Capacity Building

The risk in using existing institutions and procedures for the LGTP is that capacity in both the public and private sectors will be inadequate. However, for long-term sustainability and national development, building the capacity of existing institutions ultimately offers the greatest benefits. The strategy of the LGTP will be to include capacity building as an important component of the programme, particularly during the first phase. This will be carried out by a mixture of training, on-the-job coaching, and close monitoring and mentoring.

Capacity building in local government authorities will be closely coordinated with the existing programmes of the Local Government Reform Programme. Specific areas that are likely to be addressed by the LGTP include network planning, road maintenance and contract management. The aim will be that in the first five years of the LGTP, all LGAs will have received some basic training and orientation in procurement, contract management and supervision and, through the application of the District Road Management System (DROMAS), network planning and prioritisation.

The target groups for capacity building in the private sector are local contractors and consultants. The most important capacity building opportunity for these groups offered by the LGTP will be a significant and steady workload. This will facilitate the development of experienced staff amongst contractors and consultants and provide companies with the incentive to invest in training and other capacity building activities. This will be supplemented by some specific LGTP capacity building activities.

There are a large number of existing contractors in the construction sector but they are concentrated in the urban centres and only a few have specialised in small-scale road works. The LGTP will support the establishment of small-scale contractors in rural areas. The experience from past programmes is that potential small-scale road contractors can be found in most areas and trained to an adequate level through practical and on-the-job training in the use of labour-based methods. The Appropriate Technology Training Institute (ATTI) and others have devised suitable training programmes. The Contractors Registration Board and the National Construction Council have provided overall coordination of all aspects of contractor training as well as providing some of the training. The aim of the LGTP in the first five years will be to promote the establishment of sufficient contractors in all areas for the likely workload. (Based on average turnover per contractor of about USD 200,000 per year, about 3-4 contractors per district would be sustainable.)

There are a number of local consultants with experience in road planning, design and management. Capacity amongst these consultants will be developed through short orientation programmes or problem solving seminars attached to assignments related to the implementation of the LGTP. This will be carried as an “overhead cost” to LGTP consultancy assignments during the first five years.

5.4 Labour-Based Methods

Some of the important benefits of the LGTP (see Chapters 2 and 4) will only be realised if opportunities are taken to maximise local employment creation and women's participation. The use of labour-based methods generates a range of benefits that are well documented elsewhere. They include skills development and job creation that are self-targeted at the rural poor who have few other wage-earning opportunities.

Through appropriate information dissemination and recruitment procedures, the use of labour-based methods can also promote the increased participation of women in the development process.

The small-scale, scattered nature and often-remote location of much of the work required to improve local government roads under the LGTP is particularly suitable for labour-based construction methods and less suitable for equipment-based methods. Labour-based methods have also been found to be cost effective compared to equipment-based methods, although sometimes at the price of higher management and supervision costs for the contracting authorities.

For these reasons, labour-based methods will be extensively used for LGTP and equipment-based methods will be the exception. Labour-based methods using local, small-scale contractors (or community contractors) will be the standard approach for most road improvement and maintenance works under LGTP.

5.5 Maintenance of Infrastructure

One of the most important lessons of the past is that the benefits of improved transport infrastructure can quickly be lost if attention is not paid to ensuring effective maintenance of improved infrastructure. Regarding financial resources, GOT has established a reliable flow of funding for road maintenance through the Road Fund and from FY 2007/08 it has reached a level of almost 90% of the estimated requirements. The perspective is that this will rise steadily over the next few years. However, even at these higher funding levels there is a limit to what can be maintained. Hence, any extension of the maintainable network should be constrained by the available resources for maintenance. Thus, the mistakes of the past where roads were improved without resources for future maintenance must be avoided.

For this reason, LGTP will prioritise maintenance works over improvement and upgrading. Furthermore, the improvement of roads and other infrastructure will only be carried out where the future resources for maintenance have been identified and secured. This may be through the Road Fund, through other funds available to LGAs or through community commitments to take responsibility for the maintenance of improved local infrastructure.

5.6 Unclassified Infrastructure

A significant amount of transport infrastructure falls outside the classified network. It includes village roads, tracks, paths and footbridges, minor waterways and the associated jetties. Due to the constraints of funding and management resources, the

Government will not be able to address this part of the network directly. Nevertheless, it is important for local mobility and as a feeder into the classified network.

Traditionally, communities have taken the lead in development closely linked to their local needs. In some cases, this has included the improvement and maintenance of local transport infrastructure. The strategy of the LGTP will be to encourage these local initiatives.

The VTTP has already successfully piloted an approach to the improvement of local transport infrastructure in rural areas. This comprises facilitation of village level planning and organisation of transport improvements together with limited interventions of technical expertise and resources that the community are unable to provide. A key principle is that it is a demand led process.

The strategy of the LGTP will be to spread the VTTP approach to all areas. An equivalent approach for unclassified streets in urban areas will also be encouraged. Under the LGTP, the VTTP approach will not be used on the classified infrastructure network.

PART B: THE PROGRAMME

6. Main Outputs

Six main outputs have been identified as necessary for the achievement of the LGTP immediate objective of **accessibility in urban and rural areas significantly improved on a sustainable basis** (see Chapter 2). These outputs address the immediate causes of poor accessibility that were identified in the stakeholder workshops in April and August 2006 (see Chapter 3). They are:

- Output 1. Optimal transport infrastructure attained;
- Output 2. Transport infrastructure adequately maintained;
- Output 3. Quality works achieved;
- Output 4. Transport infrastructure rehabilitated/upgraded;
- Output 5. Reliable access achieved (basic rural access standards adopted); and
- Output 6. Operational capacity of PMO-RALG (HQ, RS) and LGAs enhanced.

The design of the LGTP is based on the logical framework approach and the full logical framework as developed for the NRTP and given in Annex 3. The rationale of this approach is that, if the outputs are realised and the critical assumptions of the design are correct (discussed in Chapter 11), the immediate objective should be achieved. Each output is described in detail below. The related targets, indicators and activities are described in later chapters.

6.1. Output 1. Optimal Transport Infrastructure Attained

The TSIP (section 4.1) refers to inaccessibility in rural Tanzania in terms of the low density of Tanzania's road network relative to its neighbours in East Africa. However, the situation is worse than this given that a significant part of the existing local government transport network is not passable to normal traffic. There is an urgent need to bring the network up to an appropriate and usable standard. Only once the existing network is stabilised can the possibility of extending it be considered. Thus, for the first five year phase of the LGTP, the focus will be on achieving a network that is in a stable condition and passable.

The level of service provided by the local transport infrastructure network needs to be appropriate to the type and level of traffic. This will require a strengthened planning system that is integrated into wider local government development plans. It should reflect the particular conditions of the local transport infrastructure network e.g. the importance of non-motorised transport and the predominance of headloading for the transport of goods. It will also require a verification of the road network classification and ownership in each district.

Although comprehensive traffic counts are not available for the local government transport network, indications are that most rural roads carry very little motorised traffic. This is illustrated by the traffic count information given in Annex 4 from three different rural districts. It can be seen that in all cases, motorised traffic is low but the number of pedestrians and non-motorised traffic is considerable and probably more than on national routes. The immediate requirements on these routes for an optimal network are:

- Passability that facilitates basic access;

- Provision for NMTs, particularly with regards to safety; and
- Reliable access that encourages the growth of transport services.

For urban areas, including small towns, traffic levels are very different. Commercial streets typically have high levels of motorised and non-motorised traffic. Vehicles are often undertaking short journeys with frequent on and offloading of goods and people. Dust, noise and other pollution is a particular concern, as is road safety. High run-off from rainfall on roofs, paved areas and bare earth makes adequate roadside drainage a high priority. Short sections of upgrading to sealed road standard may be justified on some of the busiest streets. Therefore, the immediate requirements on these routes for an optimal network are:

- Adequate provision for drainage (from both roads and adjacent properties) including lined ditches and outfall works where appropriate;
- Adequate provision for the safe loading and offloading of goods and people;
- General road safety provisions, particularly for pedestrians; and
- Upgrading of short sections of the busiest commercial streets to paved standard justified on traffic levels and environmental grounds.

For the unclassified network, the main requirements for an optimal network are best identified by the beneficiary communities in a demand-led approach. In the VTTP procedure, communities are assisted by LGA community development staff to review their transport access problems and identify weaknesses or obstacles on roads, paths and waterways. Where possible, the community will seek internal solutions to the problems. Where external assistance is required, this will be specified and application made to the LGA for the necessary contribution. This might include materials not locally available such as culvert pipes, transport for sand or local timber, technical advice, etc. The community will provide all locally available resources including labour. A fundamental principle is that the intervention will remain a community-led and community-owned initiative. The priorities for an optimal network are many but may include:

- Improved safety at river crossings by providing structures such as footbridges, culverts, small road bridges, vented fords and drifts;
- Improved surface and sub-surface drainage to maintain passability during rains;
- Improved safety on tracks and paths by improving steep and dangerous sections;
- Improved passability for motorised traffic on community roads, by carrying out minor works incl. drainage; and
- Jetties constructed for the safe loading and offloading of goods and passengers.

6.2. Output 2. Transport infrastructure adequately maintained

As mentioned previously, maintenance will be a high priority under the LGTP. All transport infrastructure on the classified network that is in fair and good condition will be brought under regular maintenance. Entrenching an emphasis on infrastructure maintenance amongst local authority decision-makers could be a challenge. This will require a change in attitude away from prioritising the construction of new roads over

maintenance of existing roads. This will be addressed by PMO-RALG through various awareness-raising measures and training. Annual Performance Agreements with workplans setting out the conditions on spending and targets to be achieved by each LGA will continue to be used. These will be binding agreements on the LGAs and will set the yardstick for monitoring performance. This should reduce the risk of ad-hoc planning.

The main factors affecting the amount of maintenance required on the local government network are environmental, particularly rainfall. Routine maintenance will be carried out on all passable roads. For infrastructure in good and fair condition, the aim will be to restore the infrastructure as closely as possible to its original condition. For infrastructure that is in poor and bad condition, the aim will be to preserve access. For rural roads and airstrips, the major activities will be vegetation control, ditch and culvert cleaning, reshaping the carriageway and minor surface repairs of edges, potholes and ruts. For waterways, the major activities include clearing overgrown and silted water channels and minor repairs to jetties.

Periodic maintenance will be carried out on the higher trafficked roads i.e. over 30 (motorised) vehicles per day. For earth roads, which make up 82% of the road network, this will comprise reshaping the roadbed and restoring the drainage. The frequency will vary dependent on terrain and climate but will be of the order of every 2-5 years. For gravel roads, which make up most of the rest of the network, periodic maintenance will include regravelling the road surface. Depending on traffic, terrain and climate, this will generally be carried out every 4-8 years. For the 1.4% of the road network that is paved, periodic maintenance will include edge repairs and resealing. This will be carried out at intervals varying from 5-15 years. Bridges and other structures will be inspected every year and maintenance carried out as necessary.

The limitations on resources for maintenance of the network will both constrain the level of future development works and continuously drive the process of seeking more cost effective maintenance procedures. The DROMAS system will be used throughout the country as a tool to assist in maintenance planning and management for rural roads. Small-scale, labour-based contractors, preferably based within the districts, or community contracts will be extensively used for maintenance works on Local Government roads.

The estimated routine and periodic maintenance requirements for the LGTP over the first five years are detailed in the Road Network Master Plan⁶. The estimates in the Master Plan are based on the Local Government Road Inventory and Condition Survey together with other information and assumptions. They provide a framework that will eventually be superseded by the detailed annual plans that will be drawn up by the Councils. Annual plans will be based on updated road condition information and the latest Road Fund Budget estimates.

⁶ LGTP Plan for Maintaining and Developing District, Feeder and Urban Roads. Road Network Mater Plan. PMO-RALG, Dodoma, November 2007 (Preliminary).

6.3. Output 3. Quality works achieved

A major problem leading to poor accessibility is that the quality of work carried out on local infrastructure is poor, and therefore not durable. This is an issue affected by technical design, implementation capability and supervision of the works. A combination of measures will be applied under the LGTP to address this problem.

Over-design can lead to excessive maintenance costs and under-design to infrastructure that is unsafe or otherwise unfit. Under the LGTP, PMO-RALG, in consultation with the Ministry of Infrastructure Development, will set design standards that are appropriate for the traffic levels and function of the local government road or other infrastructure and consistent across the network. The standards will take into account whole life costing, i.e. the overall cost including the initial improvement costs and subsequent maintenance costs. Council Engineers will be trained in the application of these standards with a particular focus on earth and gravel roads that constitute most of the transport infrastructure network. PMO-RALG will assist in developing and disseminating standard design drawings for common types of infrastructure.

Training will be provided under LGTP for contractors, consultants and Council Engineers' staff in the correct methods of construction to achieve quality work. This will include the correct methods for setting out the works and controlling the quality of materials. PMO-RALG will ensure that all LGAs are applying adequate specifications in their contract documentation. Examples of good specifications will be disseminated to all LGAs.

Inadequate supervision is often one of the major causes of poor quality work. The reasons for poor supervision are inadequate staff, lack of transport to visit sites and no system for regularly monitoring the quality of work. A programme to provide all Council Engineers with a minimum level of supervision transport, comprising one vehicle and a number of motorcycles, has commenced and will be completed within the first 2 years of the LGTP. Furthermore, the Regional Secretariat Engineers will also be provided with one vehicle each by the programme to assist them in monitoring the performance of LGAs in their respective regions.

Regarding staffing, it is not the intention of LGTP to pursue the employment of significantly more staff in LGAs. Instead, LGAs will be encouraged to engage local consultants to undertake some of the duties of the Council Engineers' Office, including site supervision. Finally, PMO-RALG will assist in developing standard schedules and checklists for the regular monitoring of works with the aim of introducing consistent systems of quality control in the LGTP.

Political interference and corruption can be reasons for poor quality work. Under the LGTP there will be a zero tolerance of corruption. Clear plans and contract management procedures will be laid down to reduce the risk of political interference during construction. Raising standards of transparency and accountability during the procurement of contractors and subsequent implementation of contracts will be given priority under the LGTP. This will be described later in relation to "Good Governance".

Often the reports of poor quality work originate from road users and people living near the sites for roadworks. As part of the process of encouraging local participation, Council Engineers will facilitate this flow of information. They will also ensure that local residents are fully informed about planned infrastructure works including the type of work to be carried out e.g. spot improvements or full rehabilitation. Putting this informal monitoring on a more formal basis should also contribute to the achievement of better quality works.

6.4. Output 4. Transport infrastructure rehabilitated/upgraded

Central to the first five-year phase of the LGTP will be a programme of rehabilitation and improvement of the local government transport infrastructure network. This will address the large backlog of works required to restore passability (i.e. basic access) on the classified network. In addition, a programme of steady improvement of the network will be initiated. Works for basic access will be prioritised on a simple cost effectiveness basis. For improvements/rehabilitation prioritisation will be based on a similar approach but taking into account passability and trafficability factors. This is discussed in more detail in Chapter 10.

In the initial stages of the LGTP, the major emphasis will be on establishing basic access on the classified network and this will largely be achieved through spot improvement. Where daily motorised traffic levels are below about 30 vehicles per day, full rehabilitation will rarely be justified. Thus, for improvements on a large part of the classified LGA network partial rehabilitation or spot improvement will be used. Rehabilitation of earth roads in bad condition to good earth standard with some local gravelling on sections with weak or slippery soils may be justified, particularly for roads of importance for agriculture. Full rehabilitation will generally be reserved for the most economically important roads, waterways or airstrips. It will be justified on more rigorous economic and social criteria. Under the VTTP, spot improvement, carried out by the beneficiary communities, will also be the method used for improving access on the extensive unclassified network of footpaths, and tracks as well as small waterways and minor landing points in those areas where water transport is important.

Upgrading to gravel or paved standard may be justifiable in certain cases. This includes short sections of busy roads in urban areas as well as difficult sections of rural roads e.g. on steep hills and in areas with weak and slippery soils. During the first five year phase of the LGTP, a number of short sections of upgrading to sealed/paved standard will be undertaken in order to establish the true costs involved and perfect the methods to be applied. Account will be taken of the lessons learned on the use of low-cost seals for roads in other parts of sub-Saharan Africa.

An estimate of the planned infrastructure improvements is given in the Road Network Master Plan. Starting with the information available for the Local Government Road Inventory and Condition Survey, the number of bottlenecks in each LGA has been estimated. These have been categorised into road works and missing structures. The estimated cost for eliminating all the bottlenecks on the network is USD 92 million or about USD 1,600 per kilometre. About 60% of the estimated cost is for roadworks and 40% for structures.

6.5. Output 5. Reliable Access Achieved

As mentioned above, many rural communities and urban settlements do not have reliable access due to the poor state of their roads. Due to this, motorised transport services are often absent. Transport costs are high with headloading or non-motorised transport being the only options for the movement of goods. Not surprisingly, these areas are usually the most deficient and disadvantaged in terms of economic and social services. They also contain a high number of poor people. Improvement of the access to a minimum basic standard that allows the reliable passage of normal motorised traffic⁷ to these areas will be a high priority under the LGTP.

In rural areas, the annual inventory and condition survey will identify the critical bottlenecks that are the cause of unreliable access on the classified network. This technical information will be supplemented by local consultation with communities and transport operators. The Council Engineer will prioritise the improvements to these critical sections in terms of cost effectiveness (see later for more discussion on this) on a network wide basis. Using this approach, critical bottlenecks on a number of different roads may be included in one year's workplan. Moreover, the same road could be included in successive annual workplans as less critical bottlenecks are addressed. The result should be a steady improvement in the reliability of access across the network. This should encourage the growth of regular transport services as well as making all areas accessible in emergencies.

In urban areas, access is most difficult in unplanned settlements. In these areas, priority will be given to drainage works and critical sections of the transport infrastructure. Where the clear access between dwellings is narrow, priority will be given to access for bicycles, motorcycles and other forms of non-motorised and intermediate means of transport. In the process of undertaking the above interventions, community participation will be accorded high priority.

6.6. Output 6. Operational Capacity Enhanced

Fundamental to the process of establishing a sustainable set-up for an improved rural transport system is the building of capacity in the local government system. This includes ensuring suitable procurement procedures are in place, training staff, making greater use of the private sector and establishing robust management procedures. In each LGA, a transport user committee of key stakeholders will be established. This committee will be advisory in nature and will guide the planning and implementation of the LGTP in the Local Government area.

Council Engineers', Regional Secretariats' and Headquarter offices will be equipped where necessary with basic office equipment, including a computer and printer. Some offices are in a dilapidated condition. These will be refurbished and provided with electricity and a telephone connection.

PMORALG will provide overall coordination and management of institutional support and capacity building. Training will be provided to Council Engineers and other staff with an emphasis on the key areas of contract procurement, contract

⁷ Defined as a two-wheel drive pick-up.

management and works supervision. Small-scale contractors based at district level will be trained in simple road works activities using local resources including labour-based methods. They will then provide the local capacity for implementation of much of the maintenance and improvement works required on the classified network in the district. This approach has already been successfully tested in district road development programmes funded by Danida and NORAD/UNCDF.

7. Indicators

7.1 Strategy for Indicators

Indicators will be used to monitor progress of the LGTP towards the achievement of its objectives. The criteria used for selecting the LGTP indicators were:

- Consistency with already agreed higher level sector or national indicators;
- Focus on indicators linked to the LGTP Logical Framework; and
- Concentration on a small number of reliable and easily-measured indicators.

7.2 Relevant National Indicators

A number of overall indicators relevant to the LGA transport infrastructure sector have been set by the Mkukuta and by the Ministry of Infrastructure Development. The monitoring framework for the transport sector is still under development and, therefore, these indicators may be modified and adjusted later. LGTP will use the sector indicators for measuring overall progress.

The Mkukuta has two specific operational targets for LGA transport infrastructure (rural roads) and nine other operational targets relevant to the LGTP. The two specific targets are shown in Table 7.1.

Table 7.1: Mkukuta Targets for LGA Transport Infrastructure

Operational Targets	Sub-category	Cluster Strategy	Intervention Package	Sector or areas of collaboration	Key Actors
CLUSTER 1:GROWTH AND REDUCTION OF INCOME POVERTY					
Goal 2: Promoting sustainable and broad-based growth.					
8. Repaired 15,000 kms of rural roads annually by 2010 from 4,500 kms in 2003.	Rural roads	2.8.1 Provide adequate levels of physical infrastructure needed to cope with requirements of poverty reduction targets.	Infrastructure development	Roads	MOW, MLYDS,PO-RALG, LGAs, CSO, private sector
		2.8.2 Involve rural communities in construction and management of rural roads	Infrastructure development Community management	Employment, infrastructure	MOW, PORALG, LGAs, private sector, CSOs, MCDC
CLUSTER 2:IMPROVEMENT OF QUALITY OF LIFE AND SOCIAL WELL BEING					
Goal 5: Systems in place to ensure effective universal access to quality public services that are affordable and available.					
5.1 Improve passable (good/fair condition) rural roads from 50% in 2003 to at least 75% in 2010	Rural roads	A.1 Ensure the basic infrastructure exists, in particular adequate facilities and a network of passable roads, to enable the delivery of basic social services.	Rehabilitation of rural roads and infrastructure	Roads rehabilitation	MOF, MOW, private sector, PORALG, LGAs etc.
			Construction of new rural roads		

Source: Annex to National Strategy for Growth and Reduction of Poverty, June 2005.

The nine other related operational targets are shown in Annex 5.

Although the NTP and TSIP Documents do not specify indicators and a sector monitoring framework has not yet been finalised, a number of sector indicators have been proposed. These are contained in the Joint Infrastructure Review Aide Memoire that was prepared in October 2007). Those relevant to the LGTP are shown in Table 7.2 below.

Table 7.2: List of Key Monitoring Indicators for use in Annual Infrastructure Sector Reviews

Key performance indicators	June 2004/05 Bench Mark	June 2005/06	June 2006/07	June 2007/08	June 2008/09 Target
Road Sub-Sector					
District, feeder and urban roads					
Good	-	-	14%	14%	16%
Fair	-	-	41%	41%	42%
Percentage of rural population living within 2 km of all season passable road (see text below)	-	-	-	-	-

Source: Joint Infrastructure Sector Review, October 2007.

The “*Percentage of rural population living within 2 km of all season passable road*” is an indicator that meets the requirements of being specific and measurable. It relates closely to the overall LGTP objective of improving access. SSATP has recommended this indicator and it is widely used in other countries. Measuring the indicator will permit international comparisons. The drawbacks are that it is more relevant to rural areas than urban areas and no accurate baseline has yet been established for Tanzania. However, it has been decided to use this indicator at the sector monitoring level. For this reason, LGTP will use this indicator as one of the two indicators for the overall achievement of the programme’s purpose or immediate objective of “*Accessibility in rural and urban areas significantly improved on sustainable basis*”.

Since the Joint Infrastructure Sector Review was carried out, a preliminary benchmark figure for the number of people living within 2 kilometres of an all season passable road in Tanzania has been estimated at 86.4%. This is based on the Household Budget Survey, which is a sample survey that is conducted every five years. The change in this indicator due to the LGTP phase 1 has been estimated based on the length of local roads that will be made passable and the assumed number of people per kilometre. Further details of this are given in Chapter 10.

The second indicator will be “*basic access established on at least 90 % of the whole LGA transport infrastructure by 2012*”. This relates to the objective of substantially opening up and stabilising the existing network within the first five-year phase of LGTP/TSIP. The means of verification of this indicator will be by the Annual District Roads Inventory and Condition Surveys (ADRICS) and the related annual workplans and budgets. These condition surveys are already routinely carried out for the local government classified road system and will be introduced for other transport

infrastructure (mainly water transport but also airstrips). Council Engineers will be responsible for the data collection and analysis.

7.3 Goal and Purpose Indicators

The indicators for the achievement of the development objective or goal of the LGTP will be “*improved household livelihoods*” as measured by:

- Increased agricultural production;
- Higher farm gate prices;
- Improved access to socio-economic services;
- Increased use of IMTs to ease transportation; and
- Less people living below the poverty line.

LGTP will be contributing to, rather than guaranteeing, the achievement of the development objective. Therefore, these indicators will be measured at a sector level using national data such as the Household Budget Surveys. This will be supplemented by a number of before and after impact studies on LGTP transport infrastructure improvements. At least two impact studies will be launched in year 1 of the LGTP and by year 3 of the LGTP this will be increased to at least 10. This sample of impact studies will include at least one urban and one water transport improvement scheme.

7.4 Output Indicators

The indicators for each of the six LGTP outputs are given in Table 7.3 together with the means of verification. For completeness and ease of reference, the indicators for the programme purpose and goal have also been included.

Table 7.3: LGTP Logframe Indicators

Narrative Summary	Objectively Verifiable Indicators	Means of Verification
<p>Goal: Poverty in rural and urban areas reduced</p>	<p>G.1 By 2012 households are exhibiting improved livelihood through:</p> <ul style="list-style-type: none"> • Increased agricultural production. • Higher farm gate prices. • Improved socio-economic service delivery as a result of improved physical access to socio-economic facilities. • Modal shift from headloading to more efficient means of transport. 	<p>National Household Budget and Livelihood Surveys. District socio-economic profiles. Impact studies.</p>

Purpose: Accessibility in rural and urban areas significantly improved on sustainable basis	P.1 Increase in the percentage of the rural population living within 2 km of an all-season passable road from 86% to 92% by 2012.	Household Budget Surveys. Annual District inventory and condition survey for rural transport infrastructure.
	P.2 Basic access established on at least 90 % of the LGA transport infrastructure network by 2012.	
Outputs:		
1. Optimal rural transport infrastructure network attained	1.1 Motorable LGA road network increased from 74% in 2005 to at least 95% by 2012.	Annual LGA inventory and condition survey reports
	1.2 90% of ward and division headquarters connected by all season routes by 2012.	Annual LGA inventory and condition survey reports
	1.3 The VTTP programme covering all LGAs by 2012.	Annual Reports of VTTP National Coordination Unit at PMORALG HQ
2. Rural transport infrastructure (RTI) adequately maintained	2.1 Increase condition of RTI in good and fair from 14% and 41% respectively in 2006 to 70% and 20% respectively in 2012.	Annual LGA inventory and condition survey reports
	2.2 All LGAs achieving at least 90% of their annual maintenance targets.	Reports to Road Fund Board
	2.3 All functional jetties and wharves under LGA responsibility inventoried and receiving maintenance at least once per year by 2012.	Annual LGA inventory and condition survey reports
	2.4 All functional airstrips under LGA responsibility receiving maintenance at least once per year by 2012.	Annual LGA inventory and condition survey reports
3. Quality works achieved	3.1 Technical audits confirm satisfactory quality and value for money achieved on more than 90% of infrastructure improvements and maintenance schemes surveyed.	Technical audit reports and annual reports from PMO-RALG
	3.2 Number of road closures reduced by at least 10% per year i.e. 50% over 5 years	RTI inventory & condition survey reports by DE Offices. LGTP Progress Reports.
4. Rural transport infrastructure rehabilitated or upgraded.	4.1 Basic access established on at least 13,000 km of the classified and 2,000 km of the unclassified LGA transport network by 2012.	LGTP Annual Progress Reports. VTTP reports.
	4.2 At least 2,000 km of economically important roads (1,700km rural and 300km urban) rehabilitated or upgraded by 2012.	LGTP Annual Progress Reports
	4.3 At least 30 wharves or jetties under LGA responsibility rehabilitated or constructed by 2012.	LGTP Annual Progress Reports
5. Reliable access achieved	5.1 18,000 missing culverts and 12,000 other bottlenecks on Core RTI Network addressed by 2012 using permanent solutions.	Annual LGA inventory and condition survey reports
	5.2 70 % of divisional headquarter served with a public transport service by 2012.	LGTP Annual Progress Reports

6. Operational Capacity of PMO-RALG Headquarters and LGAs	6.1 Targets in Performance Agreements achieved to at least 95% by all LGAs by 2012.	LGTP Annual Progress Reports
	6.2 Number of LBT contractors increased from the current 90 to at least 250 by 2012.	LGTP Annual Progress Reports. Contractors Registration Board Reports.
	6.3 Increased use of consultants in management, design and supervision of LGA transport infrastructure projects by at least 50% by year 2012.	DE quarterly and annual reports. ERB Annual reports on consultancy works ACET reports.

All of the output indicators will eventually be captured by routine reports that are already produced or will be produced under the LGTP. PMO-RALG, as coordinator of the LGTP, will be responsible for producing most of the global reports although the majority of the data will originate from the LGAs. For some of the indicators, baseline data will need to be collected or finalised in the first year of the LGTP. Table 7.4 summarises when the baselines, indicator reporting and impact studies will commence.

Table 7.4: Reporting of LGTP Logframe Indicators

Indicators Ref. Numbers	2007/08	2008/09	2009/10
G1, P.1, P2, 1.2, 2.3, 2.4, 4.3, 5.1, 5.2, 6.3	Baseline established	Reporting starts	Reporting continues
1.1, 1.3, 2.1, 2.2, 3.1, 3.2, 4.1, 4.2, 6.1, 6.2	Reporting starts	Reporting continues	Reporting continues
Impact studies on selected infrastructure improvements	At least 1 started	At least 5 started or in progress	At least 10 started or in progress

See Table 7.2 for indicator reference numbers.

G = Goal; P = Purpose.

7.5 Indicators for Crosscutting Issues

The following indicators will be used for monitoring the progress on cross-cutting issues. The targets for each indicator will be developed as part of the sector-wide monitoring by MID.

HIV/AIDS

- Number of research studies successfully carried out on the link between transport activities and the spread of HIV/AIDS;
- Number of training programmes for transport stakeholders on how to combat the HIV/AIDS epidemic;
- Number of HIV/AIDS awareness campaigns supported; and
- Number of peer educators and TAC members trained.

Safety

- Number of Council Engineers trained in appropriate safety measures for local government transport infrastructure; and

- Number of road safety education campaigns carried out in roadside schools and communities.

Gender

- Participation by women in decision-making bodies related to local transport infrastructure;
- Participation by women in the labour force of road contractors;
- Social impact assessments carried out; and
- Studies successfully carried out on barriers to gender equality in the transport sector.

Environment

- Number of district, municipal and city road engineers and technicians trained in environmental assessment and management;
- Number of planned projects registered for environmental assessment with the National Environment Management Council (NEMC);
- Number of no-objection letters issued by the NEMC re. planned road projects;
- Number of EIA studies carried out; and
- Number of environmental certificates issued by the Minister responsible for the environment.

Good governance

- Number of multi-stakeholder transport user groups formed at district and municipality levels;
- Numbers of LGAs with public disclosure systems in place for LGTP;
- Numbers of public expenditure tracking studies carried out;
- Anti-corruption clauses in contracts reviewed and amended; and
- Procedures in place to deal with complaints against Council Engineers, contractors and consultants.

Employment creation

- At least 75% of maintenance and improvement works on classified transport infrastructure carried out by labour-based methods; and
- 250,000 person years of employment created.

8. Key Activities

The activities for the implementation of the LGTP will be detailed in the annual workplans and budgets of the LGAs and PMO-RALG. However, as part of the formulation of the LGTP and drawing up of the Logical Framework, a number of key activities were identified. These are summarised below and will be used to guide the preparation of the annual workplans.

Key Activities for Output 1: Optimal transport infrastructure attained

The initial activities for the achievement of output 1 will be mainly related to the upgrading of planning procedures. This will include completing the roll-out of DROMAS and the associated training; checking, updating and improving the LGRICS maps and data at LGA level; preparing a five-year transport infrastructure master plan for each LGA and integrating this into the district development plans; carrying out an inventory of rural airstrips and water transport infrastructure; preparing a plan for expansion of the VTTP to new areas⁸; and preparing a three-year, rolling transport development and maintenance plan in each LGA. An important part of the subsequent process will be the annual updating of the three-year rolling plan including carrying out an Annual District Roads Inventory and Condition Survey. For urban areas, LGTP strategies will be reviewed and amended as necessary.

The key operational targets are:

- Establishment of basic data on transport infrastructure networks in each Council area including verification of LGRICS information, carrying out the annual inventory and condition survey of district roads, carrying out an inventory of rural airstrips and water transport infrastructure.
- Transport Infrastructure Master Plan developed by each Council by end of 2008. The Master Plans should cover the same period as the LGTP/TSIP.
- Three-year rolling plan for development and maintenance of transport infrastructure prepared by each Council by mid 2008 and updated annually thereafter.
- VTTP introduced into new areas in all districts.
- Strategies for urban transport infrastructure developed.

Key Activities for Output 2: Transport infrastructure adequately maintained

The key activities for the achievement of output 2 will be translating the annual inventory and condition surveys and comprehensive maintenance plans into implementation on the ground. DROMAS will be the tool used to assist Council Engineers with this and to help ensure a consistency of approach across the network. An important associated activity will be raising awareness of the importance of regular maintenance amongst the senior executives and decision-makers in the LGAs. This will be organised and carried out by PMO-RALG after consultation with Council Engineers.

Much of the required maintenance works will be simple contracts that can be carried out under community contracts and/or framework contracts. PMO-RALG will continue to develop appropriate and efficient systems for the implementation of maintenance in consultation with the relevant central authorities including those responsible for setting and enforcing procurement regulations.

Existing procedures for establishing LGA/Road Fund Board (RFB) performance agreements and technical and financial audits will continue. Funding for maintenance

⁸ This will be guided by the "VTTP Operational Guidelines for Way Forward" (December 2005) and the Workshop Report on VTTP Roll Out Plan (October 2007).

will primarily be sourced from the Road Fund, but the LGAs will also be encouraged to utilise their own revenue to secure full funding of the required maintenance. For the unclassified network, responsibility for maintenance will be vested in the beneficiary communities. This is already part of the VTTP strategy. A similar approach will be developed for residential streets in urban areas that do not form part of the classified network. PMO-RALG will continue to advise the RFB on the distribution of the maintenance funds to LGAs. As more accurate information on the road network becomes available, the allocation formula for distribution to Council will be refined.

The key operational targets are:

- Council staff skills in maintenance concepts, planning, contracting and supervision upgraded over the period of LGTP phase 1.
- Awareness raising carried out on the importance of maintenance for decision makers in the councils over the period of LGTP phase 1.
- Maintenance manual for local government roads developed and adopted by all councils by end 2008.
- Framework contracts for routine maintenance introduced from 2008.
- Community contract trials carried out.
- Allocation formula for distribution of funds to councils refined by 2009.
- Agreements in place with beneficiary communities on the maintenance of unclassified transport infrastructure.

Key Activities for Output 3: Quality works achieved

One of the initial activities under the achievement of output 3 will be establishing appropriate design standards for LGA transport infrastructure. PMO-RALG will propose design standards for local government roads, paths, footbridges and cross drainage structures for approval by MID. An initial technical guideline will be produced by the end of the first year of implementation of the LGTP. In year 2, the guideline will be disseminated, discussed and refined. The design standards will be finalised by year 3 of implementation. In parallel with this process, PMO-RALG will collect, develop and disseminate standard drawings and specifications for typical LGA transport infrastructure to assist the Council Engineers in the design and preparation of contracts.

Training will be central to the achievement of output 3. One or more training needs studies will be commissioned during the first year of the LGTP covering the LGA staff and councillors, local contractors, local consultants and PMO-RALG staff at regional and central level. These will provide the basis for a comprehensive training plan over the remainder of the first phase of the LGTP. PMO-RALG will coordinate the training plan but implementation of various parts of the plan may be delegated to appropriate authorities, institutions or training providers.

Procurement of supervision vehicles for LGAs and monitoring vehicles for RS Engineers will be coordinated by PMO-RALG and completed by year 2 of implementation of the LGTP. PMO-RALG will review the existing standard checklist for site supervision by council staff and monitoring visits by RS Engineers and others by the end of year 1 of implementation and adjust where necessary. It is expected that

this will be further elaborated and broadened in scope (e.g. to cover water transport infrastructure) during phase 1 of the LGTP.

Although much of the work required can be carried out by labour, a certain amount of light equipment is required to achieve efficiency and quality. However, there is a shortage of suitable equipment, particularly in disadvantaged areas. PMO-RALG will investigate and facilitate means to mobilise more equipment. This will include raising awareness of equipment leasing opportunities amongst potential investors and assisting contractors' organisations to find ways to facilitate the hiring of equipment between contractors.

Many LGAs will engage local consultants to assist with the preparation and supervision of contracts. PMO-RALG will monitor the performance of consultants and develop/refine appropriate terms of reference and contract documents for consultants contracts.

Consistent with the D-by-D principles, local participation will be an important feature of the LGTP. Activities will be undertaken to encourage a constructive engagement with local politicians, roads users and residents in the implementation of the LGTP. This will include enhancing transparency as one means by which the risk of misuse of funds will be reduced.

One of the key activities will be ensuring that stakeholders are fully informed about plans for the improvement and maintenance of roads before works start. Mechanisms will be put in place whereby people living adjacent or close to roadworks will be able to voice their concerns about the quality of work or conduct of the implementation. These procedures may be formalised through the formation of individual project committees and/or district level transport user committees. This is a process that will continue throughout phase 1 of the LGTP, during which a consistent approach is expected to emerge with guidance from PMO-RALG and the Local Government Reform Programme.

The key operational targets are:

- Training needs study carried out
- RS engineers and council staff trained in design, procurement, contract management, supervision and LBT.
- 3 - 6 small-scale contractors trained in each council area with emphasis on LBT.
- System in place for strengthening RS Engineers in monitoring of road works and providing advisory support to council staff.
- Appropriate design standards, contract documents, drawings and specification for LGA roads and cross drainage structures being used by all councils by year 3.
- Improved procurement, contract management and supervision of works through support and mentoring of Council Engineers and increased use of local consultants.
- Existing manuals, standards, specifications reviewed and updated.
- Transport user committees and/or project committees established.

Key Activities for Output 4: Transport infrastructure rehabilitated/upgraded

The key activities for the achievement of output 4 will be those associated with the implementation of the programme of infrastructure improvement and upgrading. Detailed implementation plans will be contained in approved annual workplans and performance agreements for each LGA. These will be based on annual surveys of the condition of transport infrastructure and a prioritised list of works approved by the LGA and the regional/central authorities. Implementation will take into account the important crosscutting issues referred to in chapter 4.

One of the problems with implementation of works in the past has been delays in the procurement of contractors. Under the LGTP, a number of measures will be taken to address this problem and streamline the process, including:

- Contract documents covering at least half of the annual plan will be prepared by Council Engineers before the start of the financial year;
- Contractors for the planned annual works will be prequalified before the start of the financial year⁹;
- Procurement of the first round of contracts will commence as soon as the annual budgets are approved (i.e. before funds are actually received by the LGAs);

The target will be that the planned annual works will start by August/September each year and the annual funds fully committed by the end of December each year. Some contracts may be packaged together to make them more attractive to larger potential contractors. However, care will be taken that this does not limit opportunities for competent small-scale contractors, particularly those who may be locally based.

Upgrading will be carried out where justified on economic and/or environmental grounds. This will include short sections of upgrading to bitumen sealed standard in busy urban areas. Where appropriate, use will be made of experimental low-cost seals on a number of roads that qualify for upgrading. These trials will be based on the experience from other sub-Saharan African countries. They will include testing the suitability of locally available materials for use as a wearing course instead of the commonly used gravel. Analysis of costs and comparison with alternatives will be based on total life cycle costs. PMO-RALG will coordinate and plan these trials in consultation with the relevant LGAs.

Under the VTTP, communities will present potential schemes for the improvement of local transport infrastructure on the unclassified network for LGA support. LGAs will select those that offer the greatest benefits for the proposed support investments using criteria already established for the VTTP. Transport committees set up by the communities and under the village government, will organise the planning, implementation and maintenance of the works. This will include mobilising the communities for implementation. Village based gangleaders will be identified and trained by the Council Engineers in basic construction methods including organising the works and controlling the quality.

⁹ Under current rules, this will allow for procurement based on quotation from the shortlisted contractors on 7 days notice for small contracts under Tsh. 100 million

The key operational targets are:

- Contract procurement system streamlined.
- Basic access established on at least 13,000 kilometres of classified roads that are currently not passable by normal traffic by 2012.
- At least 1,750 kilometres of economically important rural roads that will increase agricultural production, increase farm gate prices and open up new economically potential areas rehabilitated or upgraded by 2012.
- At least 320 km of urban roads rehabilitated or upgraded by 2012.
- At least 2,000 kilometres of unclassified community roads and urban residential streets improved through VTTP and urban community programmes by 2012.
- At least 30 wharves or jetties under LGA responsibility rehabilitated or constructed by 2012.
- Trials on low-cost seals carried out.

Key Activities for Output 5: Reliable access achieved (basic rural access standards adopted)

The main activities for the achievement of output 5 relate to the identification, prioritisation and removal of bottlenecks in the local government transport network. Council Engineers will take the lead role in coordinating this. Some bottlenecks were identified by the LGRICS in 2005. The Council Engineers and Transport User Committees will examine the information for their respective areas and update or add to it as required. For each bottleneck, the Council Engineer will assess the minimum works necessary to provide reliable access together with an estimated cost based on a field inspection. Spot improvements to remove bottlenecks will then be prioritised on a cost per head basis, i.e. cost per beneficiary resident beyond the bottleneck, and included in the annual workplans. At the community level, access will be addressed by steadily expanding the VTTP to cover all LGAs by 2012.

The key operational targets¹⁰ are:

- Review inventory of bottlenecks in LGRICS and update.
- 18,000 cross drainage culverts installed by 2012.
- 2,000 bridges, drifts and other structure installed by 2012.
- 10,000 other spots improved through raising embankments, spot gravelling, etc.

Key Activities for Output 6: Operational capacity of PMO-RALG (HQ, RS) and LGAs enhanced

In the first year of implementation of the LGTP, the key activities for the achievement of output 6 will include the establishment of transport user committees in each LGA. At least half of the members of the committee should be from the private sector or civil society. They should include representatives from transport service providers, local residents and relevant economic sectors such as farmers' groups.

¹⁰ Targets are based on Preliminary Roads Master Plan, November 2007.

Also by the end of the first year, at least 95% of Council Engineers' Office should be equipped with a computer and printer to facilitate the preparation of workplans and permit the use of the DROMAS software.

A programme of orientation and training of LGA staff, including district tender committee members, in contract procurement and management will be launched in year 1 and completed by year 2 of the first phase of the LGTP. This will be based on similar training previously carried out in a number of districts. Qualified roads engineers and technicians will be recruited to fill vacancies in existing and new LGAs such that, by the end of 2009, all districts will have qualified staff. The aim is to have a qualified Council Engineer and at least one roads engineer in every Council.

The key operational targets are:

- All RS and Council Engineers Offices have supervision transport by start of 2009.
- At least 95% of RS and Council Engineers Offices have adequate offices equipped with computers, etc. by start of 2009.
- All Councils have received training in contract procurement and management by end of year 2.
- Transport user committees established in at least 90% of councils by 2009.
- Options for managing LGA transport infrastructures reviewed and decision taken by 2009.
- All LGAs and RS offices have adequate qualified staff by the end of 2012.

9. LGTP Budget

The budget for the LGTP will be fully integrated into the Government of Tanzania's Budgeting system. Some items will appear in the annual budgets of the LGAs and some in the annual budgets of PMO-RALG and MID. The budgets in this Programme Document are based on the achievement of the LGTP outputs (ref Chapter 6) within a first five-year phase from 2007/08 to 2011/12. They provide a framework within which annual budgets from LGAs and PMO-RALG for LGTP activities will be planned.

As LGTP is part of the TSIP, the budgets given below are broadly consistent with the figures given in the TSIP, November 2007 (ref. Chapter 7 of the TSIP Main Report). They have been updated to take into account the approved budgets for 2007/08 and the increase in the road maintenance budgets based on the proposed development programme. The estimates have been derived based on the outputs given in chapter 6. The budgets have been shown in millions of US Dollars for consistency with the TSIP budget. The exchange rate used for conversion from Tanzanian shillings was Tsh 1,278.49 = USD 1.

9.1 Classified Road Maintenance

The LGTP road maintenance budgets will be funded through the Road Fund. The estimates have been broken down into routine and periodic maintenance, etc. see

Table 9.1. These budgets are for the classified road network only. The budget for FY 2007/08 is in accordance with the approved budget, while the following years are based on the actual needs.

The financial requirement for maintenance is almost USD 6 million above the available funds in FY 2007/08 and this financial gap will increase to USD 7.6 million in FY 2009/10 compared with the projections made by the Road Fund Board (annual increase of 5% based on the approved budget for FY 2007/08). This issue will be addressed under the LGTP; otherwise, it will be difficult to sustain the proposed improvements of the network. The projected funding gap is also shown in Table 9.1.

Table 9.1: LGTP Maintenance Needs of Classified Roads (USD million)

Activity	FY 2007/08	FY 2008/09	FY 2009/10	FY 2010/11	FY 2011/12	Total
Routine Maintenance	11.82	11.94	12.18	12.64	13.25	61.82
Periodic Maintenance	30.44	30.44	30.44	30.44	33.63	155.41
Bridge Maintenance	1.13	1.13	1.17	1.17	1.21	5.83
Emergency Repairs	0.78	0.78	0.78	0.78	0.78	3.91
Spot Maintenance	3.13	6.26	9.00	9.39	9.05	36.81
Administration and Supervision	4.42	4.40	4.46	4.50	4.89	22.67
Maintenance Needs	51.72	54.96	58.03	58.93	62.81	286.45
RFB Projected Funding	45.75	48.03	50.44	52.96	55.61	252.78
Funding Gap	5.97	6.92	7.60	5.97	7.21	33.67

Source: TSIP, Tables 7.1 & 7.3, November 2007.

9.2 Unclassified Road Maintenance

The maintenance of unclassified roads will be the responsibility of the beneficiaries. Under the VTTP, commitments by the beneficiary communities to undertake future maintenance are a precondition for receiving support for the improvement of transport infrastructure undertaken by the communities. Similar arrangements will be introduced for other unclassified transport infrastructure including residential streets in urban areas and local wharves and jetties. Hence, there will be no government budget allocation for the maintenance of unclassified roads and other transport infrastructure.

9.3 Development Budget Requirements

The development budget requirements of LGTP are shown in Table 9.2. These are the capital development budget requirements for the classified network and for support to the unclassified network through the VTTP. This budget does not include development expenditure on transport infrastructure from Council own funds and Council block grants (LGCDG) that will be decided at Council level. Also, it does not include roads and other transport infrastructure funded as a component and of other projects and programmes, e.g. agricultural development programmes. However, all interventions in transport infrastructure will be included in the Council Transport Master Plans and will form part of the LGTP.

Table 9.2: LGTP Development Budget Requirements (USD million)

	FY 2007/08	FY 2008/09	FY 2009/10	FY 2010/11	FY 2011/12	Planned Cost
Establishing Basic Rural Access	5.87	11.73	19.55	23.47	23.47	84.08
Improved Village Travel and Transport	0.39	0.78	0.78	0.78	0.78	3.52
Rehabilitation/Upgrading of economic rural roads	2.35	3.91	5.48	7.04	8.60	27.38
Urban roads rehabilitation/upgrading	0.94	1.88	2.82	4.38	5.94	15.96
TOTALS	9.54	18.30	28.63	35.67	38.80	130.94

Source: PMO-RALG input to revised TSIP, November 2007.

9.4 Institutional Support and Capacity Development Budget Requirements

LGTP institutional support and capacity development will be managed by PMO-RALG Headquarters. The budget requirements are shown in Table 9.3. This includes an amount for programme administration at the national level.

Table 9.3: LGTP Capacity Building Budget Requirements (USD million)

	FY 2007/08	FY 2008/09	FY 2009/10	FY 2010/11	FY 2011/12	Planned Cost
Institutional Support and capacity building	3.42	3.40	2.85	2.60	2.15	14.43

9.5 Overall LGTP Budget

The Overall LGTP Budget is shown in Table 9.4. This is a combination of Tables 9.1, 9.2 and 9.3 above.

Table 9.4: Overall LGTP Budget Requirements (USD million)

	FY 2007/08	FY 2008/09	FY 2009/10	FY 2010/11	FY 2011/12	Planned Cost
Maintenance	51.72	54.96	58.03	58.93	62.81	286.45
Development	9.54	18.30	28.63	35.67	38.80	130.94
Capacity Building	3.42	3.40	2.85	2.60	2.15	14.43
TOTALS	64.68	76.66	89.51	97.19	103.76	431.81

9.6 Cross-Cutting Issues

Many activities concerned with cross-cutting issues will be mainstreamed into the budgets given above. Some sector-wide initiatives relating to cross-cutting issues will be separately funded. The provisions in the TSIP are shown in Table 9.5. These budgets are for all transport sub-sectors and may partly be used by the LGTP.

Table 9.5: TSIP Financial Requirements for Crosscutting Issues (USD million)

Project Description	FY 2007/08	FY 2008/09	FY 2009/10	FY 2010/11	FY 2011/12	Planned Cost
HIV/AIDS	0.50	0.50	0.50	0.50	0.50	2.50
Safety Issues	0.39	1.17	1.56	13.44	13.44	30.00
Gender mainstreaming	0.20	0.20	0.20	0.20	0.20	1.00
Environmental issues	4.00	4.00	4.00	4.00	4.00	20.00
TOTAL	5.09	5.87	6.26	18.14	18.14	53.50

Source: TSIP, Table 7.16, November 2007

9.7 Donor Support

The Government intends to increase substantially the financial support to the LGTP beyond the current level, but support from development partners, including the proposed World Bank Transport Sector Credit, will be required to cover the shortfall between the LGTP budget requirements and the available government resources. The overall shortfall for the transport sector is shown in the TSIP document.

9.8 Technical Assistance

Implementation of the LGTP will be the responsibility of Government institutions. Therefore, any technical assistance will be only for a temporary period until the establishment of the LGTP is complete. Currently, there are two full-time technical advisers to the PMO-RALG Transport Infrastructure Unit, one focusing on planning and one on operations. The need for these technical advisers will continue until at least mid 2009, at which time the requirement will be reviewed.

In addition, some technical assistance will be required to reinforce the monitoring and backstopping role of the RS Engineers. One technical adviser for a period of two years is envisaged (ref. Chapter 16) together with a number of local consulting engineers.

10. Socio-Economic Justification of the LGTP

Investing in local government transport can potentially bring large socio economic benefits in the future. Local roads both in rural and urban areas play an important role in moving people and goods within and outside these areas. They also link various socio economic centres that are the hub for economic development. Hence, decisions to invest in local transport infrastructure are justified by improving accessibility to these socio economic services including health, education, agricultural market centres, increased information flow and increased access by rural communities to industrial goods and employment. The specific impacts of local transport infrastructure on various socio-economic sectors are discussed below.

10.1 Increased investment in agricultural potential areas through increased farm gate prices

Improvements to basic access through LGTP will have a significant impact on rural livelihoods, particularly on incomes. Improved access will attract both crop marketing traders and those interested in investing on agricultural production. Since there is considerable potential in farming in Tanzania, people will be interested to invest in agriculture especially through increased acreage, use of improved seeds and improved farming practices. Improved transport is likely to influence the intensification in farming and higher farm gate prices and attract more investors into the sector. Due to easier transport to and from rural areas there will be the introduction of more agro processing centres that will add value to agricultural production. Agro-processing centres in rural areas will also be a source of employment for many rural dwellers.

10.2 Increased access to socio political and cultural services

Although economic development is an important goal of improved access, the impacts on various social services are equally important. The effect of improved transport on time savings when the infrastructure is improved and transport services develop can be dramatic. Journeys that previously could not be completed in a day can suddenly be accomplished in a few hours. Large changes in access such as this can result in a significant change in travel patterns and the type of transport modes used. This can lead to an increase in traffic volumes for both motorised and non-motorised transport.

10.3 Schools:

The provision of education will be improved through:

- Facilitate location of social services including schools close to easy transport links.
- Significantly lower cost for construction materials for a number of social facilities.
- Facilitate easy access for schoolchildren thereby reducing time and increasing safety in travelling to and from school.
- Make it more attractive for teachers to stay in rural areas due to easy access to urban areas for supplies and salaries.
- Facilitate the supply of text books and other essential school supplies.

10.4 Health

Health services will be improved through:

- More drugs will be available to rural health facilities.
- Increased private investment in rural medical stores that will complement drugs supply in rural areas
- Increase of both health workers and health education services to the rural dwellers by the government.

10.5 Increase in diversification of rural livelihoods strategies

- Because of improved transport, industrial goods will be more easily available at lower prices, and
- (Beyond road activities) the development of rural small scale enterprises will be facilitated.

10.6 Accelerate Agricultural development

- Increased knowledge of land management practices due to availability of agricultural extension services including increased soil conservation measures, use of high yielding crop varieties, use of intermediate means of transport and agricultural marketing with resulting improved productivity of both land and labour.
- Utilization of saved travel time for increased farm production
- Increased use of Intermediate Means of Transport (IMTs) including carts, donkeys for transporting produce to and from farms, homes and local market
- Increased volumes of produce will start to be transported in cars, carts, donkeys etc.

10.7 Measurement of Benefits

The measurement of the above benefits relies on a range of different methods. These are summarised in Table 10.1 below.

Table 10.1: Measurement of Socio-Economic Attributes

SN	Attributes	Information	Methods
1	Improved health situation in rural areas	Availability of drugs, various health services, time spent waiting for health services by communities, time used to reach health facility	Interviews with health facilities and communities
2	Improved education services	Enrolment rate at school, availability of books, teachers' staffing level etc	Interviews with Schools and communities
3	Agricultural surpluses	Farm gate prices, acreage, prices across markets in the district, technology level used in farming, etc	Interviews at agricultural marketing centres
4	Increased incomes of rural communities	Possession of households items like radio, bicycles, utensils, furniture etc	Interviews with households
5	Diversified mode of transport	Availability of carts, bicycles, push carts, vehicles etc	Interviews with users
6	Easy availability of industrial goods	Prices for basic goods including salt, soap, sugar etc, diversification of goods	Interviews with community shopping centres
7	Reduced head loading	Traffic data on modes of transport. Walking, vehicles, carts, bicycles etc.	Data collected on transport modes

Unfortunately, there is a scarcity of quantified data on the benefits resulting from local transport improvements in Tanzania. For this reason, during phase 1 of the LGTP the strategy will be to adopt interim methods for assessing benefits, whilst collecting data that will improve appraisal methods in the future (see Chapter 16).

10.8 Overall Estimation of Socio-economic Benefits

One of the main objectives during the first phase of the LGTP will be establishing or extending basic access on the 24,000 kilometres of the local government transport infrastructure network that is in poor or bad condition. This includes about 14,000 kilometres that have been recorded as not motorable at all. It is assumed that the balance of 10,000 kilometres is not passable for part of the year.

To obtain a first estimate of the overall social benefits of the LGTP, the approximate number of people who will be provided with motorable access can be calculated. This can be divided between those who will have access increased from partial to full and those who will have their motorable access increased from nil to full. The results are shown in Table 10.2 below. The social and economic benefits flowing from improved access have been described above and in earlier chapters.

Table 10.2: Population Benefiting from Improved Motorable Access

	Est. pop./km	length km	Nr. benefiting
Zero to full basic access	150	14,000	2,100,000
Partial to full basic access	150	10,000	1,500,000

From Table 10.2 it can be seen that about 2 million people will benefit from new motorable access and about 1.5 million from extended motorable access. These are order of magnitude estimates only. However, they indicate the extensive nature of the benefits of the LGTP in populations with a high percentage of poor people. Additional benefits will accrue from improvements to urban roads and the upgrading of existing motorable routes that are not covered by the figures in Table 10.2.

A secondary benefit of the LGTP will be the creation of employment for unskilled workers through the use of labour-based methods of construction and maintenance. The amount of employment can be roughly estimated from the LGTP budgets for infrastructure improvements (ref. Chapter 9) using assumptions for the percentage of the works that will be carried out by labour-based methods and the percentage of unskilled wage costs in the total costs for each activity. The estimates are shown in Table 10.3 below.

Table 10.3: Estimated Employment Created by LGTP in First Five-year Phase

Activity	Budget USD mill	% by LBM	LBM USD mill	%Wages	Wages USD mill	Employment person-yrs
Establishing Basic Access	84.08	80%	67.27	40%	26.91	53,813
Rehab/upgrading of roads	27.38	70%	19.16	40%	7.67	15,331
Urban road improvements	15.96	50%	7.98	30%	2.39	4,787
Routine Maintenance	61.82	90%	55.64	60%	33.38	66,765
Periodic Maintenance	155.41	70%	108.78	40%	43.51	87,027
Spot maintenance	36.81	70%	25.77	40%	10.31	20,615
TOTALS	381.4539	75%	284.60	44%	124.17	248,338

From Table 10.3 it can be seen that approximately 250,000 person years of employment will be created by LGTP over five years. This is the equivalent of 50,000 full-time jobs (250,000/5). Unskilled workers will generally be drawn from the areas close to the works and the length of employment will vary from 2-4 months for spot improvements up to several years for routine maintenance. The average length of employment across the programme is estimated at just less than 5 months. Therefore, about 600,000 households (250,000 x 12/5) may potentially benefit from some wage employment during the first phase of the LGTP.

It can also be seen from Table 10.3 (column 6) that unskilled workers will receive a total of over USD 124 million in wages from LGTP works, i.e. almost USD 25 million per year. The impact of this income spread over a large number of relatively poor households is expected to be considerable.

10.9 Prioritisation Methodology for LGTP Phase 1

The LGTP approach to prioritisation on the basis of socio-economic benefits needs to balance the benefits against the costs (ref Chapter 9). The process of assessing costs against benefits is relevant at both the macro (sector) and micro (project) levels. Unfortunately, as described above, the benefits of the LGTP are particularly difficult to measure because they are intrinsically difficult to quantify. They depend on forecasts of future growth or change that is subject to wide margins of error. Because of this, a large part of the LGTP cannot be evaluated using available, conventional methods for transport appraisal.

Some information is available from studies of past rural road projects in Tanzania that indicates the type of benefits that occur after improvement of local government transport infrastructure. However, the amount of information is currently too small to provide a reliable basis for quantifying benefits. For this reason, a priority under phase 1 of the LGTP will be to collect more information on the benefits of LGTP improvement projects such that, by the time a phase 2 of the LGTP is prepared, better information will be available for evaluation. Much of this information will be captured as part of the planned impact studies (see Chapter 16).

For phase 1 of the LGTP, three approaches will be used for evaluation and prioritisation of individual schemes. These are described in Annex 6 and summarised below.

Method 1: Where motorised traffic cannot pass or is very low (<5 vehicles per day)

For transport infrastructure where little or no motorised traffic passes due to the poor condition of the route, a simple cost effectiveness index will be used i.e. cost per beneficiary. This method will be used only for establishing basic access and not for the rehabilitation or upgrading of existing passable routes.

Method 2: Where existing traffic levels exceed 50 vehicles per day

For transport infrastructure where the existing average daily motorised traffic exceeds 50 vehicles, conventional methods of appraisal will be used. For the LGTP, the

spreadsheet-based RED model will be used. This is a simplified version of HDM 4 suitable for low-trafficked roads. It is a fairly straightforward and widely accepted type of appraisal. Unfortunately, due to low traffic levels, it is likely to be applicable to only a few LGTP projects outside of urban areas.

Method 3: Where existing traffic levels are less than 50 vehicles per day

For transport infrastructure where traffic can pass and the existing average daily motorised traffic is less than 50 vehicles, a modified form of the cost effectiveness index will be used. This is expected to apply to many of the routes for improvement under the LGTP. In this intermediate situation, the cost effectiveness index (method 1) will be modified by including parameters for passability and trafficability. Passability refers to the amount of time that the route becomes closed to normal traffic such as after heavy rain. Trafficability refers to the amount of time that route becomes difficult for normal traffic to pass. The formula and definition of the various parameters are given in Annex 6.

11. Risk Assessment

There are a number of key assumptions underlying the design of the LGTP. These have been identified in the formulation process, including during the stakeholder workshops. They are described in three groups below – (1) those necessary to sustain the development objective or goal, (2) those required for the programme purpose to contribute to the goal and (3) those necessary for the outputs to deliver the programme purpose. It is the last group that are the most critical for the immediate success of the programme, although the other groups are also important if the LGTP is to have the intended impact.

11.1 Development Objective

The key assumptions for the development objective or goal to be sustained are:

- The macro economic environment in Tanzania continues to improve.
- Poor people invest benefits to improve choices and options for livelihood strategies.

There is a risk that any major dislocation of the macro-economic environment may depress markets and reduce resources available to Government such that household livelihoods will not improve in spite of improved access. Similarly, there is an intrinsic assumption that poor people will translate the opportunities presented by better access into improvements in their livelihood strategies. Both these assumptions are considered reasonable at the time of formulation of the LGTP.

11.2 Programme Purpose

The key assumptions for the programme purpose to contribute to the goal are:

- The Government of Tanzania continues to increase funding for local transport infrastructure.
- Donor community adopt budgetary support approach.
- LGAs increase their contribution to funding of local transport infrastructure.
- Communities willing to support VTTP interventions.

The first and third assumptions are linked as most investment for transport infrastructure and maintenance will originate from central government revenues or the Road Fund and is likely to be ring-fenced for transport infrastructure. The substantial increase in the fuel levy in the 07/08 Government Budget gives some confidence in the Government's commitment to increase funding for the roads subsector. The TSIP, which is a Government document, also indicates a significant increase in investments in the transport sector. Whether this is realised will be closely monitored by the concerned ministries as well as the donor partners.

The principal sector donors have already indicated that their future plans for support to the sector includes a significant shift towards a budget support approach.

The experience of the VTTP pilot projects has been that communities are very willing to support the VTTP approach to the extent that communities neighbouring the pilot villages have spontaneously started their own VTTPs.

The overall analysis is that these assumptions are fairly robust although the increase in government funding required to meet the aspirations of the TSIP (and LGTP) will need close monitoring by the programme.

11.3 Outputs

The assumptions underlying the achievement of the programme purpose by the outputs fall into four categories:

- Ownership and acceptance by LGAs and communities of the LGTP approach;
- Capacity available to plan, manage and carry out the planned activities;
- Funding available according to the LGTP plan; and
- No external events (calamities) such as extreme weather or security problems.

11.4 Ownership and acceptance by LGAs and communities of the LGTP approach

An important assumption for the success of the LGTP is that LGAs and communities, on whom the implementation will depend, take ownership of the programme and accept the approach. The particular areas of potential concern include acceptance of the spot improvement approach, prioritising maintenance over new construction, the community-led process of the VTTP for local transport infrastructure, the use of labour-based methods for construction, controlling axle loading where possible (e.g. limiting use of minor roads and small bridges by heavily loaded lorries), giving due attention to gender equality and other cross-cutting issues and accepting a high degree of transparency and a zero tolerance of corruption.

PMO-RALG will play an important role in explaining the LGTP concept and the importance of these aspects of the approach to LGAs. To the extent possible, some of these assumptions have been internalised in the LGTP e.g. through binding Annual Performance Agreements that require LGAs to use funds in certain ways. However, LGAs are semi-autonomous and the decentralisation process supports devolving decision-making to the lower levels of government. Therefore, a successful LGTP will depend on full support from local leaders and politicians.

The analysis is that the assumption is reasonable but will require a pro-active approach from PMO-RALG throughout phase 1 of the LGTP to ensure that all LGAs fully understand the objectives of the programme and take ownership of it. Political interference has been often quoted as a problem in carrying out infrastructure works at the local level. However, it is only by involving local politicians and other key stakeholders in the implementation process and ensuring that they embrace the LGTP approach that the Programme will be successful and sustainable.

11.5 Capacity available to plan, manage and carry out the planned activities

One of the major concerns within the sector has been the available capacity to plan, manage and carry out maintenance and improvement of local transport infrastructure through the local government system. This relates to the capacity in both the public and the private sectors.

In the public sector, the primary area of concern is the ability of the Council Engineers to cope with the requirements of the LGTP in terms of planning and contract management. Largely, this problem is internal to the LGTP rather than an external risk. This is why the first phase of the LGTP will put a high emphasis on capacity building. However, the ability of LGAs to recruit and retain qualified staff is an issue over which the LGTP has limited control. It could be difficult to attract well-qualified staff to work in remote areas. The strategy of the LGTP is to encourage the greater use of the private sector for carrying out some of the duties of the Council Engineer. This could include site supervision but may also be extended to cover annual condition surveys and even overall network planning and management. If LGAs accept the use of consultants and suitable consultants are available, the risk is assessed as manageable.

PMORALG at both central and regional levels also has similar capacity constraints particularly due to its fast expanding management and coordination role in respect of the LGTP. For the time being, extra staff assigned by PMORALG and technical assistance provided by donors has helped mitigate this problem. Moreover, Government at high level is examining the set-up for management and coordination of local roads and considering the possible establishment of an agency for local government roads. Against the background of a willingness on the part of Government to consider seriously the need for extra management support and on the part of donors to provide further technical assistance where necessary, the risk is considered manageable.

An important assumption for the success of the LGTP is that private sector contractors and consultants will be available and willing to work in the LGTP. In relation to contractors, the indications from the industry are that there are sufficient contractors

in Tanzania for the planned works. However, as most of the registered contractors are based in the major towns and cities, there is an issue of their willingness to work in the rural areas. Within the LGTP, this will be addressed by both encouraging contractors to work in these areas because of the promise of a steady flow of contracts, by training a number of small-scale contractors based in each LGA and to make district councils more attractive as clients through improved contract and financial management. Evidence from previous programmes is that there is no shortage of potential candidates for contractor training at district level. Thus, the external factor of a lack of available contractors appears to be a low risk.

Similarly, for consultants, there are a number of existing consulting companies with suitable experience who would be available to work in the LGTP. The indications are that if there were sufficient workload, consulting companies would be willing to recruit staff and orientate to work with LGAs. This orientation of consultants will be addressed within the LGTP. There is a risk that the high workload from other areas of the TSIP may lead to a shortage of consultants experienced in the transport sector. However, it is likely that, for LGTP work, one consultant could cover a whole region. Thus, the overall requirement for consulting companies in the LGTP will be relatively modest. Moreover, the development of a steady workload of LGA transport infrastructure work should encourage the entry of more consultants into the subsector. For these reasons, the availability of consultants is considered a modest risk and any shortage of consultants may only be temporary.

11.6 Funding available according to the LGTP plan

The assumptions on the overall funding situation have been discussed above in relation to the programme purpose. However, the LGTP also assumes that the portion of TSIP funds for local transport infrastructure will be allocated as planned and disbursed regularly. There have been problems with disbursements of government funds being held back until late in the financial year. When the funds are released, there is then little time for Council Engineers to procure contractors and carry out the planned work. The risk is that the funds either remain unspent or are used for quick disbursing but low priority activities. The consequences of the disbursement of funds not being regular will be some slowing down of implementation and disruption to plans. In the worst case, late payments to contractors and consultants may discourage them from applying for future contracts.

Full funding of the TSIP in general and the LGTP in particular assumes continuing strong support from donor partners. Sector donors have indicated their willingness to provide support but the condition is that the sector reforms proceed to plan. There is a risk that the reform process will be delayed due to lack of capacity or slow decision-making. This could potentially disrupt the flow of development funds to the LGTP.

The assessment is that procedures are steadily improving. There is a better understanding by the Ministry of Finance of the lead times required for infrastructure development and the importance of regular disbursements. LGAs are becoming more familiar with procurement regulations and procedures and are planning accordingly. However, the problem of irregular and late disbursement of funds is likely to continue. This will be tackled internally by the LGTP through upgraded planning and contract procurement procedures. This will go some way to mitigating the problem. Externally,

the dialogue needs to continue with Ministry of Finance and Procurement authorities in order to continually seek ways to improve the situation. Regarding delays in the reform process that lead to delays in the planned financial support from donors, the risk is considered moderate. The consequences of this may be some slowing down in the progress of the LGTP, but it should not fundamentally disrupt the eventual achievement of the objectives.

11.7 External events (calamities) such as extreme weather or security problems

There is always a risk that extreme events such as abnormally heavy rainfall can derail plans and activities. Fortunately, Tanzania is not subject to regular extreme weather events. However, phenomena such as the El Niño have caused serious disruption to transport infrastructure in the past. The experience has been that it has taken some time to recover from the damage and disruption caused. Security problems that could impede development activities in Tanzania have been few and localised.

The assessment is that it is impossible to plan for such events. As LGTP is a programme covering the whole country, localised events may not have serious consequences for overall progress. National disasters would disrupt progress: but LGTP is a long-term process and, over the planning horizon of 10-15 years, the disruption caused by such events is likely to be accommodated by suitable adjustments to plans. Better infrastructure provided by the LGTP, e.g. well-maintained roads with good drainage, should be better able to withstand extreme rainfall, etc. Finally, greater capacity in Council Engineers' Offices and an improved local transport infrastructure should improve the authorities' ability to deal with calamities.

11.8 Misuse of Funds

Based on audit reports, there appears to be a risk that LGTP funds could be misused. This could potentially undermine the confidence of Government and donor partners in the Programme. Ultimately, this could lead to the suspension or withdrawal of support. Measures such as technical and financial auditing will be included in the programme. The issue of greater transparency and accountability is discussed further in the section on Good Governance in chapter 18.

PART C: IMPLEMENTATION PROCEDURES

12. Stakeholders' Roles and Responsibilities

In the LGTP stakeholder workshop organised by PMO-RALG in April 2006, a wide range of LGTP stakeholders was identified. Before explaining the LGTP implementation procedures and programme management, the key stakeholders will be described together with a brief description of their role in the LGTP. The various stakeholders identified included:

1. PMO-RALG and Regional Secretariats
2. Local Government Authorities
3. MID
4. TANROADS
5. Ministry Of Finance
6. Road Fund Board
7. Regional Roads Boards
8. Communities
9. Transport Infrastructure Users
10. Private Sector Institutions
11. Development Partners
12. Training Bodies & Academic Institutions

12.1. PMO-RALG and Regional Secretariats

The Prime Minister's Office, Regional Administration and Local Government (PMO-RALG) has led the design and preparation of the LGTP. It is PMO-RALG's general responsibility to provide national level coordination for programmes implemented at the local government level. This includes local roads. It gives guidance and support to the councils, acting as a compiler, distiller and disseminator of project based experience as well as bringing in expertise and experience. It also has a pivotal role in distributing and monitoring Road Fund monies to districts. It is important to note that PMO-RALG does not have executive powers over local government authorities.

Following a recent reorganisation within PMO-RALG, a Transport Infrastructure Unit (TIU) within the Department for Sector Coordination has been created. This Unit monitors and coordinates the local roads component of the Road Fund and the LGTP including the Village Travel and Transport Programme.

Regional Secretariat's (RS) perform a coordinating and backstopping role for the LGAs in their region. RS Engineers liaise between the TIU and the LGA's. They will play an important role in monitoring the LGTP on behalf of the TIU including the monitoring of the use of Road Fund money.

12.2. Local Government Authorities

In Tanzania's decentralised system of government, Local Government Authorities (LGAs) exist for the purpose of consolidating and giving more power to the people to participate competently in the planning and implementation of development programmes within their respective areas. They comprise an elected Council supported by an appointed Executive Director. They will be responsible for much of the implementation of the LGTP.

LGAs are classified into two categories. Urban authorities are responsible for the administration and development of urban areas. These are subdivided into Town, Municipal and City Councils. Rural Authorities commonly known as District Councils form the second category. There are currently 133 LGAs in the country of which 22 are urban councils and 111 are district councils. The number of LGAs may continue to increase through the subdivision of existing authorities.

These authorities are responsible for all sectors at local level including local roads. The system of classified collector and feeder roads and other public infrastructure are managed by a District or Municipal Engineer reporting to a Council Executive Director. Full executive powers are held by the Authorities, although for most rural districts their funding is severely constrained. District Councils enter into an Annual Performance Agreement with PMO-RALG for road maintenance and development works funded by the Road Fund.

The lowest tier of government is the Village Council. These are elected bodies, coordinated at ward level by a Ward Secretary, who facilitates the link between village government and urban and district councils. There are over 10,000 Village Councils in Tanzania. Village Government will be responsible for the implementation of the VTTP component of the LGTP as well as being an important stakeholder in other components.

12.3. MID

The Ministry of Infrastructure Development is the government ministry with lead responsibility for the transport sector in Tanzania. MID's primary responsibilities are policy formulation, strategic planning, regulation and coordination of the transport sector. This includes the monitoring of both the Road Fund and TANROADS. The MID was responsible for preparing the "10 Year Transport Sector Investment Programme" (TSIP), of which LGTP is an integral part.

12.4. TANROADS

The Tanzania National Roads Agency, TANROADS, is a semi-autonomous body under MID responsible for the implementation of road development and maintenance works on the trunk and regional road network. It was established under the Executive Agencies Act and became operational in July 2000. It is headed by a Chief Executive Officer (CEO). The CEO is supported by five directors' responsible for: Finance and Administration; Maintenance; Planning and Design; Projects; and Procurement. TANROADS has 21 Regional Managers based in regional offices. Their main responsibility is for maintenance. TANROADS provides technical advice and assistance to LGAs from time to time. Under the TANROADS Act, its functions include:

- Upon request of local authorities or road agencies to perform any work in connection with any road under the control of such authorities or agencies, or to have it done under its supervision, for the account of that authority and charge a fee for such services.
- To cooperate with local authorities and road agencies with respect to long-term, annual and operational plans for roads.

12.5. Ministry of Finance

The Ministry of Finance (MOF) plays a central and crucial role in overall coordination with Road Fund Board, MID, TANROADS and PMO-RALG as regards the level of development and recurrent expenditures for the transport sector. MOF is also responsible for coordination of Development Partners contributions to the transport sector.

12.6. Road Fund Board

The Road Fund was established in 1991 and the Road Fund Board was established in 1998 by the Road Tolls (Amendment) No. 2 Act, 1998 with the aim of providing a reliable source of funding for road maintenance. The Road Fund Secretariat, supervised by the Road Fund Board, allocates funding for road maintenance (90 % or more) and development (10 % or less). The primary source of finance for the Road Fund is a levy on fuel which was increased from Tsh 100 to Tsh 200 with effect from July 2007. The Road Fund allocates 70% of its funding to TANROADS for maintenance of trunk and regional road network and 30% to the LGAs for local roads.

12.7. Regional Roads Boards

Regional Roads Boards have been officially defined under clause 7 of the Roads Act, 2007. The Regional Commissioner is chairman of the Board and the Regional Administrative Secretary is the secretary. The Boards play an important role in coordinating the activities of LGAs and Tanroads. Their membership includes politicians, road users, regional and district commissioners, regional administrative secretary and the regional secretariat engineer, council directors and engineers and the Tanroads manager. One of their important functions is facilitating the exchange of information between Councils, Tanroads and road users on roadworks activities in the region. Their functions under the Roads Act are:

- To advise and make recommendations to the Minister on any matter relating to the development, maintenance and management of the roads within the region;
- To receive and consider mid-year and annual progress reports on road construction and maintenance from Road Authorities within the region;
- To receive and consider annual workplans maintenance from Road Authorities within the region for the purpose of connectivity and coordination between different levels of road network and between councils;
- To perform any other functions as the Minister may determine.

12.8. Communities

Communities will be the major beneficiaries of the LGTP through receiving improved access. They will contribute to the local planning process that will direct the prioritisation of transport infrastructure improvements. Coordinated by village government, they will actively participate in the implementation of the VTTP. Finally, they will be the beneficiaries of paid employment opportunities through the application of labour-based methods of infrastructure improvements and maintenance on the classified network.

12.9. Transport Infrastructure Users

Transport infrastructure users include all vehicle owners, operators and passengers. Road users also include pedestrians, IMT operators, bicyclists and users of animal carts. For water transport, users include boat owners, operators and passengers. For air transport, users include various private and charter aeroplane operators and their passengers. Important industry bodies include the Tanzania Bus Owner Association (TABOA), Tanzania Tanker Operators Association (TATOA), Dar es Salaam Commuters Bus Association (DACUBOA), Tanzania Truck Operators Association (TAROTA) and Taxi drivers Associations.

12.10. Private Sector Institutions

Private sector contractors and consultants will be the main implementers of the physical infrastructure works under the LGTP. The main institutions supporting the transport infrastructure sector are the National Construction Council (NCC), the Contractors Registration Board (CRB), the Engineers Registration Board (ERB), the Tanzania Civil Engineering Contractors Association (TACECA) and the Association of Consulting Engineers of Tanzania (ACET). The NCC has the role of promoting and developing the construction industry and the CRB has the role of regulating contractors. TACECA is a wholly private institution financed by member's subscriptions and promotes the interests of contractors. Through the initiatives of the CRB, an association for all types of contractors called the Tanzania Contractor Association (TACA) has recently been created. Consultants are generally represented by ACET and Engineers interests through the Institution of Engineers of Tanzania that has close links with the ERB. The Tanzania Roads Association (TARA) is an NGO set up to promote the sector. It contributed to the creation of the RFB and TANROADS. Overall the private sector is well represented by these various bodies, although there is some overlapping of interests e.g. in training.

12.11. Development Partners

The transport sector receives considerable support from Development Partners. Approximately 30% of the planned funding for the TSIP (2007/08 - 2011/12) is expected to be provided by development partners. Under Tanzania's Joint Assistance Strategy, development partners are rationalising their support. One consequence of this will eventually be fewer donors in the transport sector although the overall level of financial support will remain the same or increase. With the steady move towards budget support, MID and MOF will become the main channels of communication with development partners.

12.12. Training Bodies & Academic Institutions

The main training body relevant for the LGTP is the Appropriate Technology Training Institute (ATTI) in Mbeya Region. This was established with the primary objective of developing and carrying out training programmes on Labour Based Technology for road inspectors, foremen and small scale contractors. NCC, CRB, ERB and the PPRA have also organized a variety of training courses that are relevant to the LGTP. The University of Dar es Salaam and Dar es Salaam Technical Institute are the main trainers of engineers and technicians through full-time courses over 3-4

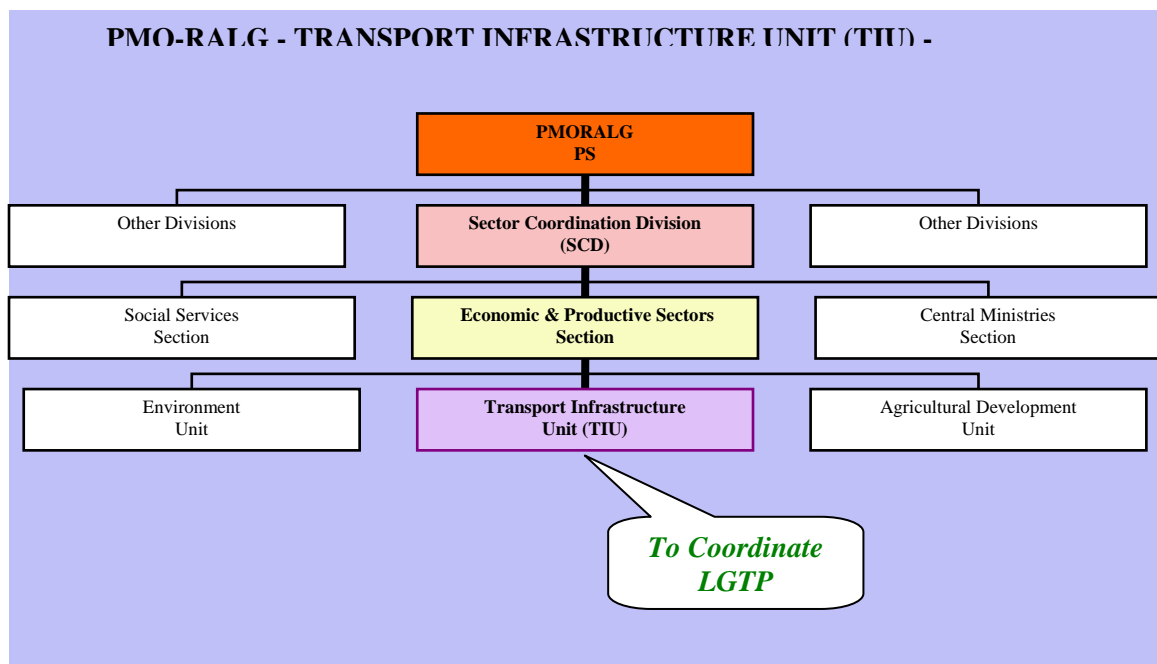
years. There are a numerous other training providers offering specialist training in a range of subjects e.g. in computing. These are usually private companies organising short-courses.

13. Programme Management

13.1. Existing Institutions

The LGTP will be managed wholly within existing Government institutions. PMO-RALG will be responsible for strategic planning, coordination and monitoring of the LGTP. It will also manage overall elements of the LGTP such as training. This will be organised through the Transport Infrastructure Unit in the Department of Sector Coordination. The Director, Sector Coordination will be the Government Official directly responsible for the Programme. PMO-RALG will report to the MID on all matters concerned with transport infrastructure managed by LGAs and communities. They will be supported in this role by RS Engineers at the regional level, who will liaise more closely with Council Engineers. The relevant organisation chart for PMO-RALG is shown in Figure 13.1.

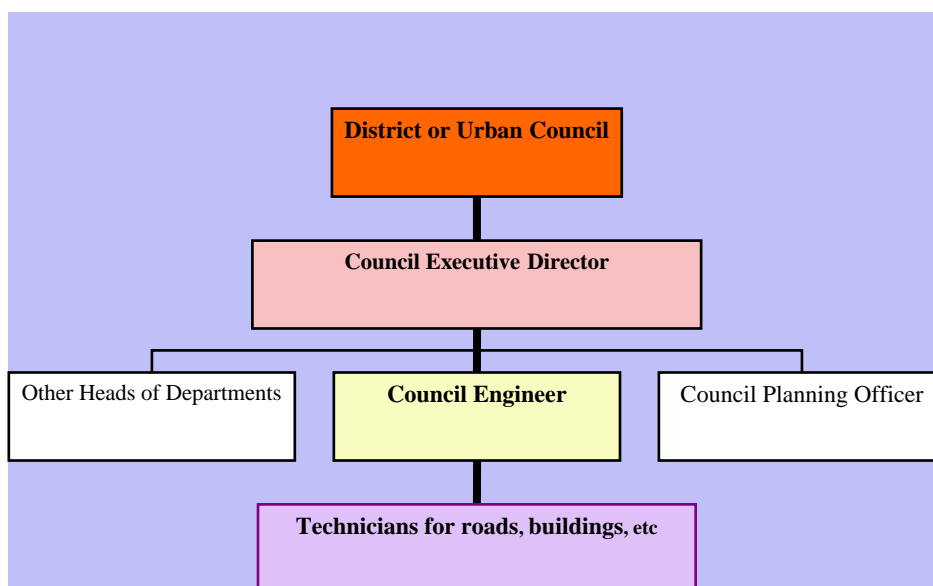
Fig 13.1: PMO-RALG Organisation Chart Showing TIU



MID will be responsible for overall sector coordination and monitoring. This will include providing reports to MOF and development partners on the overall progress of the TSIP. MID will convene meetings with the various transport sector institutions for the purposes of overall planning, monitoring and reviews. It will also liaise with sector development partners through the reconstituted Joint Technical Committee. This will appoint working groups to tackle specific issues within the sector as they arise.

Local Government Authorities will be responsible for the detailed planning, preparation and implementation of infrastructure improvements and monitoring under the LGTP. This will include ensuring LGTP interventions are consistent with Council Development Plans. Council Engineers will be the main focal point for this, although the Planning Officer will also be closely involved. Both these officers report to the Council Executive Director who will be ultimately responsible for the LGTP at local level. The Council Executive Director is accountable to the Local Government Council. The arrangements are shown in Figure 13.2.

Fig 13.2: LGA Organisation Chart Showing Council Engineers



Communities through committees set up under village councils will be responsible for the implementation of the VTTP. They will be guided in this by the LGAs who will facilitate the process. LGAs will be responsible for monitoring and reporting on VTTP activities to PMO-RALG.

13.2. Possible Institutional Changes

In early 2007, the Government initiated internal discussions on the possible formation of an Agency for roads under the responsibility of local governments. This could result in modifications to the programme management from late 2008 onwards. The possibility is that the proposed agency would assume many of the functions currently carried out by the TIU in PMO-RALG.

In line with the core principles of decentralization by devolution, the LGAs would remain the authorities responsible for local transport infrastructure. However, the LGAs could delegate various implementation responsibilities to the proposed agency. Alternatively, the proposed agency could take on a coordination and facilitation role for the LGTP nationally. There is also a range of possible institutional arrangements from independent agency to a new department within Tanroads or a government ministry. A further consideration is whether there should be two agencies, one for urban roads and one for rural roads.

PMO-RALG will engage a small team of consultants to assess (a) the need to change the current institutional arrangements for managing local government roads and (b) how a possible agency should be organised. The team will investigate the various options and identify their advantages and disadvantages. Based on the findings of this study, the Government will take a decision on the way forward.

14. Planning and Budgeting

14.1. Responsibilities

The responsibilities for planning under the LGTP will be divided between MID, PMO-RALG and LGAs. Their respective roles will be:

- MID:
 - Overall strategic planning for the transport sector.
- PMO-RALG:
 - Overall strategic planning for all local government transport infrastructure.
 - Planning for LGTP national activities such as training and other capacity building and institutional support.
 - Checking, coordinating and consolidating plans from LGAs into overall LGTP plans.
 - Organizing monitoring of the implementation in the LGAs and provision of advisory support to the LGAs.
 - Liaison with MID and LGAs.
- LGAs:
 - Detailed planning for improvements and maintenance of the classified local government transport infrastructure.
 - Checking and coordinating plans for VTTP activities.
 - Consolidating plans into overall LGTP plans for the local authority area.

14.2. Annual Workplans and Performance Agreements

The core of the LGTP planning process will be annual workplans. These will detail the activities to be carried out in the financial year with the associated budget estimates. This will cover all LGTP activities including training, studies, consultancy supervision contracts, etc, as well as physical works.

Each Council will produce a workplan following the revised version of the “Guidelines for Planning Procedures on the Use and Supervision of Road Funds for Local Government Authorities Order No 1 of 2001”. In line with the Government’s Medium Term Expenditure Framework, the annual plan and budget includes a budget forecast for the succeeding two years. The annual plans were originally drawn up to cover the use of Road Fund monies only but were subsequently extended to cover funds from other sources.

PMO-RALG reviews the workplans and checks that they are in compliance with the Guidelines and consistent with overall LGTP plans. Once the Government Budget has

been approved, the workplans are finalised and become the basis for Annual Performance Agreements.

Every LGA signs an Annual Performance Agreement with PMO-RALG confirming their plans for implementing the LGTP in their area. This will be a single comprehensive document covering both maintenance and development activities. It will cover activities funded by the Government, the Road Fund, the Councils' own funds and donor partners. It will include the VTTP activities and budget. It will be the yardstick for measuring progress and performance of the LGA on the LGTP through the year.

The Annual Planning Cycle is summarised in Table 14.1 below.

Table 14.1: Annual Cycle for Preparing Workplans and Performance Agreements

Month	Activity	Responsible
October - December	Carry out annual inventory and condition survey	Council Engineer
October - December	Traffic survey (full every 3 rd year)	
October - December	Community consultations on identification of essential links	
December	Preliminary ceilings given.	MOF/Road Fund
December - January	Prepare annual workplan for following year	Council Engineer
January - February	Approval within Councils	LGA
March - April	Analysis and approval by PMO-RALG	PMO-RALG (TIU)
June	Reading of Budget	MOF
June - July	Modification of workplans	PMO-RALG (TIU)
July	Agree changes. Finalise workplans	Council Engineer
End July	Annual Performance Agreement finalised and signed	LGA/PMO-RALG

Further details of the procedures for the preparation and submission of workplans are given in the latest version of the "Guidelines for Planning Procedures on the Use and Supervision of Road Funds for Local Government Authorities Order No 1 of 2001".

14.3. Multi-year Planning

Under LGTP, a system of multi-year planning will be used. This will be consistent with (a) the Medium Term Expenditure Framework (MTEF) that is based on a 3-year rolling plan, (b) the Transport Sector Investment Plan that is based on five-year phases and (c) District Development Plans that are usually based on five-year periods.

PMO-RALG will be responsible for preparing a five-year framework budget, i.e. ceilings, for each LGA. This will use the LGTP Programme Document and the Road Network Master Plan¹¹ as a starting point but updated as necessary..

Within this framework, LGAs will prepare:

- A five-year **Council Transport Infrastructure Master Plan**. This will facilitate the strategic planning for improvement and maintenance of the various links in the LGA's transport network. It will include all activities on transport

¹¹ A Preliminary Master Plan for the period 2007/08 to 2011/12 was prepared in November 2007.

infrastructure in the Council’s area. It will cover both the classified and unclassified networks. Where appropriate, it will include water transport.

- A **three-year Maintenance and Development Programme** for their classified networks. This will facilitate the planning of individual projects/contracts that start in one financial year and end in the following year.

Both these plans will be approved by the full Council. They will be forwarded to the Regional Roads Board for information and comments. PMO-RALG will issue guidelines on the preparation of these plans. The three-year plan will be updated annually. The five-year plan will be updated after five years.

14.4. Preparation of Contracts

An urgent and serious problem to be addressed by LGTP will be improving the procedures for preparing and awarding contracts for transport infrastructure improvements and maintenance in LGAs. Many LGAs have been under spending their budgets and one of the main reasons for this has been difficulties in planning for the preparation and procurement of contracts. The consequence has been that, at the beginning of the financial year, few or no new contracts are ready for award. Moreover, there are often a number of incomplete projects from the previous year. Completing these “backlog works” causes further delay in starting the current year’s programme. This is another major reason for Council under spending of the current year’s budget..

LGTP will introduce measures to arrest this situation and bring about a process whereby contracts are awarded and implementation started early in the financial year. The process will be as shown in Table 14.2.

Table 14.2: Annual Cycle for Preparing New Contracts in LGAs

Month	Activity
February	Prepare a draft Procurement Plan for the following 2 years based on the three year maintenance and development programme and draft Annual Workplan (see above).
March onwards	Commence preparation of next year’s contracts starting with those with the highest priority.
March-April	Prequalify contractors.
May	Issue Tender Notices.
June	Evaluate tenders.
July	Award first new contracts.

14.5. DROMAS

In order to facilitate the planning and reporting of LGAs on their road network, PMO-RALG has introduced the District Road Management System (DROMAS). This is a tool to assist Council Engineers in the collection and analysis of data on road inventory and condition and the prioritisation of improvement and maintenance works. It is based on a series of standard forms and a computer-based system for storing and analysing the data. The system also includes a module for mapping the road network.

Engineers and Technicians from 54 Councils have been trained in the use of DROMAS Planning and Mapping Module. The remaining Councils will be trained by

mid 2008. Currently, the reporting module of DROMAS is under preparation and once completed it will be used by Councils to report on road maintenance works.

14.6. LG-RICS

PMO-RALG has organised and managed a nationwide Local Government Road Inventory and Condition Survey (LG-RICS). The fieldwork was carried out in 2005 and 2006, although the final report was not completed until the end of 2007. The objective was to establish a baseline inventory and condition survey of the network under the responsibility of LGAs. The data provides an overview of the local government road network and a uniform starting point for the DROMAS road management software. The project included using GPS surveys to establish maps of the local government road network.

Some parts of the LG-RICS will rapidly become out of date e.g. the condition surveys and identification of bottlenecks. Therefore, to maintain its usefulness for the LGTP and the annual work plans for maintenance, it will be important for LGAs to verify the LG-RICS data as it becomes fully available and take over the responsibility for carrying out regular updating starting from the end of 2007 (ADRICS).

15. Implementation of Infrastructure Improvement Projects

15.1. Responsibility for Implementation

The focal point for implementation of the LGTP will be the LGAs. Councils will be responsible for improvement and maintenance works on the classified network. They will also play a coordination and facilitation role in the improvement of the unclassified network through programmes such as VTTP. PMO-RALG will provide overall coordination and monitoring of the programme. They will also set standards and provide guidelines to Councils on the implementation of the programme.

15.2. Involvement of Stakeholders

Road users, beneficiary communities and other stakeholders are important partners in the implementation of the LGTP. However, it is important to define clearly their role in the various steps so that implementation proceeds smoothly.

Classified Network

For classified roads, the stakeholders have an important role to play in the initial identification of the strategically important core network. This will be organised through one or more consultation workshops as part of the DROMAS procedures. The results will feed into the Council Transport Infrastructure Master Plan. The stakeholders should also endorse this Plan.

LGAs will make information available to stakeholders during the preparation of designs and contract procurement. This will be discussed further in the Chapter on “Good Governance”.

Immediately prior to the execution of the works, LGAs will inform communities living near the planned works about the nature and scope of the works. They will also be informed of the potential employment opportunities. At this point, issues of gender equality, e.g. in employment opportunities, and HIV/AIDS prevention will be raised. Any requirement to change road alignments, build new drainage discharge works, open borrow pits, site contractors' camps, etc. will also be thoroughly discussed and agreed. Any other concerns of the communities will be considered and addressed before works commence.

During the execution of the works, communities often have concerns about the activities of the contractor or the quality of the works. To ensure that these concerns are properly communicated and addressed, LGAs will encourage the formation of **local transport user committees**. These will comprise participants nominated by the communities and will act as a channel of communication between the Council Engineer's Office and the communities.

Unclassified Network

For unclassified roads, beneficiary communities will take the lead role in implementation. The VTTP is a demand-driven process whereby communities are assisted in identifying their transport problems and the possible solutions. The communities have full responsibility for the process from planning through implementation to maintenance. The role of the district council is that of facilitator. Subject to certain criteria, communities may receive support for implementation in the form of technical advice, transport or construction materials that are not readily available locally¹². Labour is often provided free as a community contribution. However, paid labour is permitted by the approach if the funds for the payment of wages are raised by the beneficiaries.

Similar approaches have been used in urban areas, but not yet on a large scale. LGTP will encourage the development of beneficiary-led and managed initiatives for the improvement of unclassified roads in urban areas. This could benefit from the lessons learned by VTTP.

15.3. Use of Contractors

With few exceptions, the implementation of all infrastructure improvement and maintenance works on the classified network will be carried out by contractors. The size of the contracts will vary but most will be well suited to locally-based, small-scale contractors.

A few councils have had trouble in finding enough contractors to bid for works, particularly in disadvantaged areas with few local contractors. Under the LGTP, the following measure will be adopted:

¹² For example, cement and concrete pipes are unlikely to be readily available locally but labour, sand, stone and timber often are.

- Local contractors will apply for training and be prequalified and selected by the Councils. Suitable training will be organised by PMO-RALG through a local training provider (see “capacity building” below);
- PMO-RALG will enter a dialogue with contractors organisations, e.g. TACECA, on the issue of raising awareness of LGTP opportunities amongst contractors.
- Smaller contracts may be packaged together to make them more attractive to potential bidders. This is discussed further below.

15.4. Use of Consultants

The LGTP will promote the use of consultants to augment the capacity of Councils. In the past, Council Engineers have generally carried out these activities themselves. However, the LGTP is a programme with ambitious targets that will require a large step up in implementation capacity. This can only be realistically achieved by making greater use of the private sector. Much of the preparation of contract documents and site supervision activities can be carried out by design and supervision consultants procured by the Councils. The cost of consultants should be built into the budget for the works.

To facilitate the procurement of consultants by LGAs in the initial stages of the LGTP, PMO-RALG will procure and enter into **Framework Service Contracts** with a number of consultants that can carry out consultancy services for LGAs for specific projects upon request using agreed unit rates for various services.

The increased use of consultants will initially need management and coordination from PMO-RALG to establish the arrangements and to ensure that the consultants deliver quality services to the councils.

15.5. Organisation of Contracts

In principle, LGTP will use standard contract documents for all infrastructure development and maintenance contracts. In the past, there have been problems with contract documents for transport infrastructure works that vary between councils, are inadequate for achieving quality works and not sufficiently detailed for dealing efficiently with defaulting contractors. PMO-RALG has developed standard contract documents for small contracts for spot improvements, periodic maintenance and rehabilitation. These are based on the Public Procurement Regulatory Authority standards and on experience from previous district road development programmes. The standard documents are suitable for both labour based and equipment based technology.

Framework Contracts

Based on standard documentation produced by the Public Procurement Regulatory Authority (PPRA), PMO-RALG has developed framework contracts for routine maintenance contracts under LGTP. This may later be extended to cover other works. These framework contracts will simplify contract preparation and management for LGAs and help ensure continuous routine maintenance of road sections. They will also provide contractors with a steady workload. The evaluation of these contracts

will be based on unit rates and all-in labour rates. The scope of work will be decided monthly or quarterly by instructions issued in writing by the Council Engineer's staff based on actual needs. The framework contracts will target locally based small scale contractors. The contract documents are brief, contract management and supervision procedures are simple and the documents will be issued in both English and Swahili. The works will be carried out using labour based methods.

Initially the framework contracts will be for one year, but options for extension to two or three years may be considered subject to satisfactory performance by the contractor. This will give an incentive to contractors to carry out good work and provide additional savings on resources for contract preparation.

During the implementation of the first phase of LGTP, a further development to be investigated will be Performance-based Maintenance contracts.

Packaging of Contracts

The LGTP approach of spot improvements and partial rehabilitation is likely to lead to a large number of small works. However, this could overload the Council Engineers' resources for preparation and implementation. Also, it can create a capacity problem with respect to the available contractors. This is because many areas have few locally based contractors and contractors from outside the area are reluctant to bid for small contracts because of the mobilization cost involved. At the same time, it is important to maintain a balance between large, medium and small contracts so that the whole range of contractors will have a steady market in which to work.

This issue will be addressed by the appropriate packaging of contracts i.e. the combining, where appropriate, of two or more small works into one contract. The options for packaging under LGTP will include:

- Routine maintenance/spot improvement targeting small scale locally based contractors with an option to tender for a package of several contracts when the available number of locally based contractors is limited.
- Packaging of several contracts within the council for spot improvements and repairs/construction of bridges, drifts and culverts to attract medium size contractors. This could also be done jointly by two or more councils.
- Packaging of periodic maintenance and rehabilitation contracts within one region to attract medium to large contractors.
- Adding periodic maintenance contracts (reshaping/regravelling) for LGA roads into contracts to be advertised by TANROADS in the same region.

Some packaging will be a temporary measure until sufficient capacity of small to medium size contractors is available locally.

Where necessary, the RS Engineers will facilitate coordination between the districts with respect to packaging across council borders. In these cases, agreements will be include responsibilities for tender evaluation, selection, supervision and contract management.

15.6. Supervision Transport

Transport for Council Engineers is essential for efficient supervision of contracts. A few LGAs have supervision transport purchased through other programmes. Over the last two years, 59 councils have received a supervision vehicle through the Road Fund and all of the remaining ones will receive one by the end of FY 2008/09. Councils without supervision transport or requiring extra supervision transport for short periods will be encouraged to hire a vehicle when needed using part of the funds allocated for supervision. Therefore, lack of transport should not be an excuse for poor supervision.

15.7. Capacity Building

PMO-RALG will be responsible for organising and coordinating capacity building activities. Formal training will be carried out by training providers contracted by PMO-RALG.

A programme of training in the use of labour-based technology will be carried out by ATTI. This will have different modules for contractors, consultants, Council Engineers and Council technicians. Training will be on a regional basis, with five regions trained at a time. One full cycle of training for a region, including trial contracts, will extend over about fifteen months. However, individual classroom modules will be about two weeks each and practical training/trial contracts four weeks each. This training will be carried out as a rolling programme. By the end of phase 1, all regions will have been trained. A system for mentoring of contractors after training will also be considered.

Further training will be carried out in the use of DROMAS system for RS Engineers and Council Engineers. This will be coordinated by PMO-RALG.

Other training focused on Council staff and RS Engineers will cover a variety of topics including road management and maintenance, contract management, road design, supervision and quality assurance. Training on cross-cutting issues will be either integrated into other training or carried out separately. Typically, the format of the training will be workshops varying in length from 1 day to one week. Participants will vary from 20 to 50.

An important part of the capacity building under LGTP phase 1 will be mentoring and backstopping of Council Engineers provided from the regional or zonal level. PMO-RALG will engage one or more consultants to work alongside the RS Engineers. They will assist the RS Engineers in fulfilling their role of monitoring and supporting the Council Engineers. This will include visiting Councils to discuss progress and current problems. Assist in finding solutions to problems. Assist in the drawing up of plans including the Council Transport Infrastructure Master Plans and 3-year rolling maintenance and development plan. The contract for the consultants will be for a period of 1-2 years with the option of extension based on performance. This may be integrated into the contract for technical assistance support to monitoring. See also Chapter 16.5 and 16.6.

15.8. Cross Cutting Issues

As mentioned previously (see Chapter 4), cross-cutting issues will generally be mainstreamed into LGTP activities. Therefore, it will be important for Council Engineers and others to ensure that attention is paid to cross-cutting issues during implementation. Key issues include:

- Paying adequate attention to environmental protection during design and construction of projects;
- Using labour-based methods wherever feasible;
- Ensuring the participation of women in both the planning and implementation of works;
- Incorporating awareness raising on issues such as HIV/AIDS and road safety into project plans;
- checking satisfactory environmental restoration, e.g. of quarries, as part of the procedures for issuing contract completion certificates.
- Incorporating environmental assessment and management issues and road safety issues into project planning and implementation;
- Training management and staff in environmental assessment and management and in road safety;
- Monitoring compliance with labour standards by contractors.
- Sharing information with stakeholders and generally promoting transparency and a high standard of professional and ethical conduct during project procurement and execution.

Monitoring of cross-cutting issues will be integrated into the LGTP monitoring and evaluation system e.g. by disaggregating targets by gender. This is discussed in the chapter on Monitoring and Evaluation.

16. Monitoring and Reporting

16.1 Strategy for Monitoring and Reporting

Monitoring and reporting under LGTP will seek to satisfy the needs of each level of management. There are three main levels – LGA, PMO-RALG and MID/Road Fund. LGAs are the focal point for implementation and require detailed information on the progress of all activities on a regular basis. PMO-RALG provides overall coordination and leadership for the LGTP and requires summary information on a regular basis for monitoring overall progress and preparing reports for other organisations such as the Road Fund Board. MID is the sector manager. It requires specific information on overall progress to produce sector level reports for MOF and donor partners.

The information collected will focus on the LGTP logical framework and the measurement of the identified indicators (see Chapter 7). More detailed information will be needed for monitoring at the implementation levels. The strategy will be to ensure that information on all the output indicators is collected at the implementation level and suitably summarised for higher level reporting.

The aim will be to increase the capacity in PMO-RALG, Regional Secretariats and Councils levels for monitoring during the first phase of LGTP. This will require external assistance organised by PMO-RALG as part of the capacity-building component of LGTP. This is described in more detail below.

16.2 Cross-cutting Issues

Attention to cross-cutting issues will require expansion of, or addition to, the monitoring indicators. This will include:

- Gender disaggregation of the number of people trained and employed under the LGTP;
- Recording the employment created by the LGTP with a particular focus on the number of jobs and person-months of employment for unskilled workers on infrastructure works;
- Monitoring the observance of labour standards by contractors;
- The participation of women in decision-making bodies such as community level transport committees and district level monitoring fora;
- Reporting on HIV/AIDS, road safety and other awareness raising campaigns and training carried out under the LGTP;
- Training of road engineers and technicians in environmental assessment and road safety;
- Mainstreaming environmental management and road safety into road project planning and implementation.

Provision for the measurement of some of these indicators will require specific provisions in contracts e.g. to oblige contractors to record employment created for men and women.

16.3 Roles and Responsibilities

The primary responsibility for monitoring will be with the LGAs and specifically with the Council Engineers. They will prepare quarterly reports in standard formats provided by PMO-RALG covering all activities on classified roads, VTTP and other transport infrastructure. These reports will be forwarded to the RS Engineer who will check them for completeness and adequacy. The RS Engineer will follow up with Council Engineers on any large variance between actual progress and targets. The RS Engineers will prepare a consolidated summary report for the region. This will be forwarded to PMO-RALG Transport Infrastructure Unit together with copies of the LGA reports. The regional summary report will be fed back by the RS Engineer to the Council Engineers in the region.

PMO-RALG will coordinate and consolidate the reports from the LGAs. The information will be used to prepare quarterly reports to the Director for Sector Coordination who will forward copies to MID. PMO-RALG will also prepare reports for the Road Fund Board on the use of the Local Government Road Fund monies in formats that have already been established. Copies of quarterly reports will be fed back to RS Engineers and from there to Council Engineers for information purposes.

PMO-RALG will prepare an annual report on the LGTP at the end of each financial year. This will concentrate on the strategic level. It will include overall summaries of annual progress against targets. However, its focus will be on progress against the indicators set in the LGTP logical framework. It will include a report on impact monitoring and progress towards the purpose and goals of the LGTP. It will also include a section on cross-cutting issues.

16.4 Monthly Flash Reports

In order to more closely monitor contract preparation and implementation, monthly Flash Reports will be introduced containing information such as km/number/value of works completed, on-going, advertised, not yet advertised (distinguishing between preparation started and not started). These reports will be prepared by the Council Engineer and will be important internal management tools for the Council Directors as a follow up of the Annual Work Plan and the Procurement Plans. To facilitate external monitoring and guidance, the Monthly Flash Reports will be submitted to the RS Engineers for review and feed back with a regional summary to the PMO-RALG.

16.5 Role of RS Engineers

RS Engineers act as the arm of PMO-RALG at the regional level. Their mandate is to monitor road works and other transport infrastructure development and maintenance activities carried out in the councils on behalf of PMO-RALG. They also provide advisory support. However, the responsibilities of the RS Engineers are many and they often lack access to a vehicle for monitoring visits and funds for out of station allowances and transport.

To address the constraints facing RS Engineers in monitoring the LGTP, PMO-RALG will adopt the following measures:

- Provide support teams at zonal or regional level to assist RS Engineers and provide on the job training (see below).
- Facilitate monitoring by introducing standard checklists for monitoring visits and a standard formats for reporting on all LGTP activities.
- Provide all RS Engineers with a monitoring vehicles and permit funds for monitoring to be used for vehicle hire when a suitable vehicle is not available.
- Procure and distribute monitoring vehicles to all RS Engineers where needed by the end of FY 2008/09.

16.6 Increasing the Capacity for Monitoring LGAs

The initial effect of the LGTP, including the substantial increase in the Road Fund from 2007/08, will be a sudden increase in the funding available for transport infrastructure at LGA level. The concern is not only to ensure that the LGAs are able to spend all the money, but also to make sure that the increased funding is spent wisely and results in good quality works. For this reason, measures will be taken to boost monitoring capacity at regional level.

Where necessary, Road Engineers will be recruited and employed on a permanent basis at the Regional Secretariat level. This will be supplemented temporarily with

engineers recruited through national consulting firms. They would work hand in hand with the RS Engineers to improve substantially monitoring and provision of advisory support to the councils.

These new staff together with the existing RS Engineers will be supported by a technical advisor over a period of two or three years. The objective of this technical assistance will be to build capacity in monitoring and provision of advisory support for the councils engineers and technicians and reporting for LGTP. This arrangement should gradually increase the competence of staff at regional and council level. Eventually, they should become more confident and effective in decision making. This should both speed up project implementation and improve the quality of work.

16.7 Regional Forums for Council Engineers

Many problems in a council can be solved by consulting other fellow engineers. To take initiative for this can be difficult. Therefore, under the LGTP, RS Engineers will establish a forum for district engineers within each region. Gradually a network will be established and it will become easier to consult other engineers during meetings or more informally whenever the need arises. Some regions have already established such meetings. PMO-RALG will issue guidance on the establishment of these fora including the mode of operation. It is anticipated that each Regional Forum will meet on a quarterly basis to discuss common issues and problems related to LGTP projects/activities. These meetings may also involve staff from the TANROADS Regional Offices.

16.8 Impact Monitoring

In order to measure the impact of the LGTP, impact studies will be carried out on a number of transport improvement projects. The aim of these studies will be:

- To measure certain indicators of the achievement of the LGTP, e.g. the indicators for the goal, that will not be captured by other progress monitoring (ref. Chapter 7);
- To measure or verify certain socio-economic parameters that can be used to better prioritise LGTP investments (ref. Chapter 10);
- To strengthen the justification for the LGTP by exploring and better understanding the linkages between investments in transport infrastructure and improvements in the livelihoods of the poor.

The strategy of the LGTP will be to carry out a limited number of good quality impact studies that have a clear focus on issues relevant to the aims and objectives of the LGTP. This will require an initial baseline study before the transport infrastructure is improved followed by a series of repeat observations after the improvements. As some of the impacts of improved access will take time to occur, repeat studies are expected to be required at intervals of some years. Control studies in areas without improved infrastructure may be carried out. However, as the LGTP is a comprehensive programme addressing all areas, suitable control areas may be difficult to identify.

PMO-RALG will be responsible for organising these studies. Chapter 7 provides some guidance on the number of studies to be undertaken (see Table 7.2). Chapter 10 indicates the types of benefits that could be measured with the suggested method of measurement (see Table 10.1). As the LGTP concerns the movement of goods and people, traffic before and after improvements will be a fundamental parameter to measure. However, as the volumes of traffic will be low and comprise a large number of pedestrians and non-motorised transport, conventional traffic counting will need to be supplemented with interviews in households, at markets, at social facilities such as health centres and with transport service providers.

16.9 Reviews

Annual Joint Infrastructure Sector Reviews (JSIR) of the TSIP commenced in 2007. This is a strategic review and includes LGTP. One outcome of the JSIR is an action plan to be followed up by the various stakeholders.

By the third year of implementation of the LGTP, a more in-depth review will be required. This will assess the lessons learned and provide an initial outline for the design of the next phase. This may be carried out as part of the TSIP Infrastructure Review or as a separate assignment.

17. Financial and Procurement Procedures

17.1 Financial Procedures and Funding

LGTP will be fully integrated into government systems. Therefore, all financial procedures and regulations governing public expenditure will be followed. Funding will be provided from the following sources:

- The Road Fund Board for funds primarily intended for maintenance of local government roads;
- The Ministry of Finance according to the approved Government Recurrent and Development Budgets (funds provided by both the government and development partners);
- Funds from the councils' own revenue;
- Funds provided by beneficiaries;
- Support by development partners.

Funds for the implementation of the LGTP at LGA level will follow two main channels. The Road Fund will be used for road maintenance funding. For capital funding, the intention is to initially use the Local Government Capital Development Grant (LGCDG) system. Both systems are already established. In the study into the possibility of a roads agency for local government roads, other options for the transfer of funds, including a rural roads fund, will be investigated. Funds for LGTP capacity development will be transferred from the Ministry of Finance to PMO-RALG. The allocation to districts will be based on a formula linked to needs and the performance of the districts.

The Government and the Development Partners has agreed to move towards budget support as the preferred method for donor funding of TSIP. However, the design of LGTP phase 1 permits flexibility. Most support from development partners may be provided through sector budget support or basket funding to approved government programmes and the funds channelled through the Ministry of Finance. However, some direct funding by donors will continue for both technical assistance and specific project implementation. As part of the study on a possible roads agency for local government roads, a further option of a separate Local Government Road Fund will be considered. All support will be included in LGTP plans and reporting.

17.2 Road Fund

The Road Fund provides funding for road maintenance according to the provisions of the Road Tolls (Amendment) (No.2) Act of 1998. Amongst other things this Act prescribes that at least 90% of the funds should be used for road maintenance and related administrative costs, with not more than 10% being allocated to Development work.

Currently, PMO-RALG receives 30% of the Road Fund revenues. Currently, 79% of this amount is set aside for road maintenance, 10% for development works, 5% for emergency repairs, 5% for administration and supervision costs in LGAs, 0.6% for administration and monitoring costs at Regional Secretariats and 0.4% for administration and monitoring costs at PMO-RALG HQ. PMO-RALG distributes the funds between LGAs in accordance with a new allocation formula that was made effective from FY 2007/08. Road Fund revenues are collected monthly and, although they appear in the Government Budget, they are not subject to the same conditions regarding the closing of accounts at the end of each financial year.

Each LGA maintains a bank account for Road Fund monies, which are kept separate from other funding. The Road Fund Board is responsible for the overall management of the Road Fund and sets the conditions and regulations governing the use of the Road Fund by LGAs.

17.3 Local Government Capital Development Grant

The LGCDG system was established in financial year 04/05. It provides discretionary funds to local authorities and will eventually become the mechanism by which all development funds will be transferred to LGAs. It comprises Capital Development Grants and Capacity Building Grants. In order for an LGA to access these grants, it must meet minimum conditions. If the LGA meets the minimum conditions, there are additional performance measurements of key functional areas that are assessed annually. The performance measurements feed into an incentive system for rewarding good performance and sanctioning poor performance. The sanctions for poor performance include reducing Capital Development Grants but giving access to Capacity Building Grants to help improve the LGAs capacity. Within the system, there is provision for sector specific grants. These are ring-fenced funds subject to specific minimum and performance criteria. These are additional to the common minimum criteria described above.

Under the LGTP, funds for improvements to transport infrastructure will be allocated through the LGCDG system as ring-fenced sector specific grants. Funds will be allocated based on the approved workplans. PMO-RALG will advise the Ministry of Finance on the transfer amounts and timing. The specific criteria for accessing the use of these funds are yet to be developed but are likely to include:

Minimum Criteria for LGTP Capital Grant

- Qualified Road Engineer in post.
- 3-year rolling plan for road maintenance and development prepared and approved.
- 5-year Council Transport Infrastructure Master Plan prepared and approved¹³.
- Transport Infrastructure Plans integrated into District Development Plans.

Performance Criteria for LGTP Capital Grant

- Percentage utilisation of allocated budgets
- Percentage of planned contracts awarded.
- Percentage of planned works satisfactorily completed.
- Progress reports submitted.

Other performance measures that could be included subject to a satisfactory system of assessment e.g. inclusion in the general assessment:

- Adherence to transparency guidelines (see Chapter 18).
- Performance on gender equity.
- Performance on environmental management.

The system of assessment will have three dimensions. Firstly, the general assessment carried out as part of the LGCDG system. Secondly, the technical audits of roadworks carried out by the Road Fund that will be extended to cover development works and made available to the LCDG Assessment Team. Thirdly, the regular monitoring by PMO-RALG/RS Engineers including the analysis of progress reports.

17.4 VTTP

Resources for VTTP activities will largely be sourced from the beneficiary communities. Funding for external support to these activities will be channelled through the LGAs. This will form part of the sector specific grant under the LGCDG system.

17.5 Locally-generated Revenues/Discretionary Funds

From time to time, Councils may decide to use part of the locally generated funds or the discretionary grant through the LCDG system for transport infrastructure improvements. This will follow the appropriate government regulations. However, all activities and expenditure should be included in LGTP reports.

In some cases, particularly in urban areas, residents may raise funds locally to maintain or improve (unclassified) roads. This will be included in LGTP reports in a similar way to VTTP activities.

¹³ This criterion will only apply from year 2 onwards to allow time for preparation of the Plan.

17.6 Predictability of Funding

One of the reasons for delays in procurement by LGAs is the Public Procurement Act requirement on the Accounting Officer of the Council, i.e. the Council Director, to be responsible for “certifying the availability of funds to support the procurement activities¹⁴”. Due to the unpredictability of the receipt of funds by Councils, this has been interpreted to mean that all funds for a project must be available in the council before a contract can be awarded. This requires a system of money accumulation before works can commence. Consequently, valuable construction time during the dry season is lost and the backlog of works unfinished by the end of the financial year exacerbated. For these reasons, the PMO-RALG will seek to establish a more regular flow of funds to Councils. It has already informed the council directors and engineers that the proper understanding of the Procurement Act should be that “*contracts can be signed when the council is assured that money will be available in time for the whole contract amount*”.

17.7 Technical and Financial Audits

Financial audits will be conducted on an annual basis by the Auditor General following normal government procedures. Separate audits will be carried out for the Road Fund and the LGCDG under procedures already in place. There will be provision for additional independent audits at the request of PMO-RALG, MID or the Joint Technical Committee. This is considered necessary given the considerable increase in funding involved with the LGTP and the large potential for misallocation and misuse of funds. These audits will be carried out by independent private auditors who may be contracted through the Auditor General’s office.

An important issue for audits will be whether value for money has been achieved. To verify this, financial audits will be complemented by technical audits. Annual technical and financial audits have been carried out by the Road Fund for some years. This system will continue but will be extended to cover non-Road Fund activities. The results of the road fund technical and financial audits will be shared with the LCDG Technical Committee and Assessment Team. The aim will be to coordinate audits between the LGCDG and the Road Fund systems

17.8 Procurement

The procurement of all goods, works and services for the LGTP will be carried out by the implementing agencies in accordance with the Public Procurement Regulations, 2005 of the Public Procurement Act No. 21 of 2004 of the United Republic of Tanzania and the associated Local Government Authorities Tender Board Regulations 2007 (GN 177).

An important provision of the Act is the requirement to draw up a Procurement Plan. This requirement will be followed by all the LGTP implementers. The procedures for LGAs will be:

¹⁴ Clause 21h of the Local Government Authorities; Tender Boards (Establishment and Proceedings).

- Councils will prepare a Draft Procurement Plan for all road works, including maintenance and development, by mid February every year together with the preparation of the Annual Maintenance and Development Work Plans based on preliminary ceilings given by PMO-RALG in January. The procurement plan will show the link between the timing of income (flow of funds from the Road Fund and other sources) and the timing of expenditures for each contract.
- The Procurement Plan will be developed for a two-year period.
- The Draft Procurement Plan will be submitted to the RS Engineer for review and comments and forwarded to the PMO-RALG together with the Annual Work Plan.
- Project preparation will commence in time to match the timing of contract implementation as scheduled in the Draft Procurement Plan. This means that some contracts will be ready for award by 1st July every year and others ready for advertisement.
- The Procurement Plan will be updated in August when the councils know the result of the Annual Budgets and have signed the Annual Performance Agreements.
- The Procurement Plan will then be used as a tool to guide implementers to enable managers to monitor progress through the year.

The Government of Tanzania is committed to open and transparent procurement procedures and LGTP will support measures to this end. There will be a large number of relatively small works contracts tendered to local contractors and consultants under the various LGTP activities. A sample of contracts will be checked for compliance with procurement procedures by PMO-RALG and the RS Engineers. Incidences of possible collusion or unfair competition will be investigated as part of the auditing procedures.

17.9 Framework Contracts

The Procurement Act makes specific provision for the use of framework contracts “wherever appropriate to provide an efficient, cost effective and flexible means to procure works, services or supplies that are required continuously or repeatedly over a set period of time” (Clause 45c of the Act). This form of contract has not been used previously for transport infrastructure projects. Under the LGTP, framework contracts will initially be introduced for routine maintenance works and for some consultancy contracts as described in chapter 15. Most other contracts will be procured on a competitive basis amongst prequalified bidders.

18. Good Governance

18.1 Need for Good Governance

The Mkukuta states that the “reduction of poverty and improved quality of life require effective, transparent and accountable use of resources in a fair and corruption free system. Information on policies, legal framework, laws and public finances are all-important. Mkukuta recognizes public access to information as a human right as well

as a key means of facilitating effective policy implementation, monitoring and accountability. The cluster further addresses issues of effective public administration in order to ensure that systems of government are managed openly and in the interests of the people they serve”.

Good governance is enshrined in the National Framework on Good Governance, the Local Government Reform Programme (LGRP) and the Strategic Plan and Objectives of PMO-RALG. For PMO-RALG, the pursuit of good governance includes:

- democracy
- rule of law
- equity
- public participation
- accountability
- integrity
- transparency.

An often-quoted estimate is that around 20 percent of government expenditure in Tanzania is lost to corruption. Assuming about 70 percent of government expenditure relates to procurement, this equates to some Tsh 300 billion (about USD 235 million) lost annually. These figures are impossible to verify and probably now out of date. Tanzania’s Good Governance Coordination Unit, which manages anti-corruption activities across public services, estimates that corruption has decreased steadily in recent years as demonstrated by Tanzania’s improved position in the corruption perception index prepared by Transparency International. However, figures of the magnitude quoted can have a profoundly negative effect on the perceptions of government decision-makers, donor partners and civil society.

18.2 Strategy for LGTP

The focus of the LGTP will be on a bottom-up planning process. This is in line with the sentiments of the Mkukuta towards good governance, with the D-by-D principles and with methodologies such as Opportunities and Obstacles to Development (O&OD) that have been rolled out nationally. However, LGTP will be vulnerable to the perception of a high risk of misuse of funds. This is because it involves significant spending on a large number of widely-dispersed infrastructure contracts managed through a local government system that is perceived as weak. For this reason, the LGTP will put particular emphasis on the good governance aspects of the programme. The goal will be for the LGTP to not only be free from corruption but also be widely perceived to be free from corruption.

During phase 1 of the LGTP, the strategy will be to work towards the establishment of greater transparency and accountability throughout the planning and implementation process. This will go beyond a focus purely on procurement aspects to include planning and decision making before contracts are procured and payments, quality control and contract management during implementation. To encourage upwards accountability, systems and procedures will be introduced that ensure key information on activities, especially relating to contracts, is publicly disseminated. In addition, systems will be put in place that provide a forum for communication between stakeholders and implementers.

Largely, these proposals only ensure observance of current legislation. They also fall within the existing strategy of the local government reform programme and the Mkukuta. Thus, implementation of activities to improve good governance will be based on the existing legislative framework, support LGRP initiatives, and use institutional arrangements on anti-corruption such as the Ethics Committees, Integrity Committees and local offices of the Prevention of Corruption Bureau.

The LGTP will address equity in a number of ways. First, investment options may include a social impact assessment, which should include the intended impacts by gender. Second, the participatory processes will be balanced by gender. Finally monitoring and impact assessments will review the impacts (both intended and unintended) on gender groups.

18.3 Disclosure of Information

Information will be made publicly available before procuring contracts, when contracts are awarded and after contracts are completed. The proposed information to be disclosed is shown in Table 18.1.

Table 18.1: Public Disclosure of LGTP Information

	Stage of Project Cycle	Information Disclosure	Means of Disclosure
A	Start of Financial Year	Annual Workplan: <ul style="list-style-type: none"> • Overall budget • List of projects 	LGA notice board LGTP website
B	Tender Award	List of tenderers. Selected tenderer with contract price. Brief scope of work. Contract programme (dates).	LGA notice board Local radio Relevant ward and/or village notice board
C	Contract execution	Individual significant changes to the contract which affect the price by more than 10%, and reasons for changes Individual significant changes to the contract period that affect the duration by more than 2 months, and reasons for changes Details of any re-award of the main contract	LGA notice board Relevant ward and/or village notice board
D	Contract completion	Amount (cost) of variations Final contract price	LGA notice board Relevant ward and/or village notice board
E	End of Financial Year	Summary of expenditure against plan.	LGA notice board LGTP website Annual Accountability Reports

The information in Table 18.1 will be made available by each LGA in Swahili to village assemblies, village council meetings, full council meetings and the wider public. In addition, PMO-RALG will make available an annual summary of expenditure with a list of all LGTP contracts awarded with tender prices and all contracts completed with final costs. To assist in comparisons, total costs and costs per kilometre (for roads) or other suitable overall unit costs will be shown.

The means of disclosure will include notice boards, local radio and websites. The suggested means of disclosure are indicated in Table 18.1. Furthermore, there is potential for CSOs to mobilise Public Expenditure Tracking Studies¹⁵ on LGTP.

18.4 Transport User Group

In each LGA it is proposed that a multi-stakeholder transport user group will be formed. This will be a representative body comprising key users and beneficiaries of the local transport system. The membership should include:

- Transport services operators
- Farmers groups
- Local leaders (traditional, religious, etc.)
- Women's group leaders
- Civil society organisations
- Other users/beneficiaries

It should also include representatives of the LGA including the Council Engineer. It may include a representative of the TANROADS Regional Manager's Office, if appropriate. This will be a non-executive body whose main role will be to discuss with LGA the problems with local transport and the plans for their solution. The publicly disclosed information will be available to the members of the group and they would be able to gain further clarification and explanation from the LGA on the information. The group should also be an additional means by which the LGA can communicate with road users and communities on issues related to transport infrastructure development e.g. land disputes, contractors' employment conditions, concerns over work quality, etc.

18.5 Report Cards

In urban areas there has been good experience from other countries of the use of report cards. These are simple cards that can be filled anonymously and left or sent to LGA offices. The cards can be used to report any malpractice or suspicion of misuse of funds by employees of Councils or by their contractors and consultants. This system could supplement or enhance the existing suggestions boxes and complaints systems. A designated officer in the LGA should be responsible for analysing the report cards and communicating the results to the senior management. This system may be used in some LGAs instead of, or in addition to, the Transport User Group.

18.6 Contractors and Consultants

All contractors and consultants engaged for work under the LGTP will be made aware of a zero tolerance approach towards corruption. All contracts will contain an anti-corruption clause and the procedures for dealing with complaints or suspicions of malpractice will be clearly explained by the LGA. Any contractor or consultant found guilty of malpractice will be reported to PMO-RALG and their respective professional association.

¹⁵ PMO-RALG plans to issue Guidelines for PMO-RALG, LGAs and Regional Secretariats on Public Expenditure Tracking Studies in the near future.

PMO-RALG will be responsible for drawing up suitable contract clauses and complaints procedures to be used by LGAs. These will have to be publicised widely. The system may be developed eventually into a form of integrity pact whereby the LGA and all bidders for LGTP contracts enter into a binding agreement. This would typically contain rights and obligations to the effect that neither side will: pay, offer, demand or accept bribes; collude with competitors to obtain contracts; or engage in such abuses while carrying out the contract (see www.transparency.org for a more detailed explanation of this approach).

18.7 Implementation Targets

The proposals made above are more detailed and far-reaching than previously adopted in the transport sector. For this reason, there will be a gradual introduction to give time to test and perfect the procedures. By the end of year 1 of the LGTP the targets will be:

- Existing contract anti-corruption clauses reviewed and improved as necessary by PMO-RALG and disseminated to Councils;
- Gender impact assessment in decision making systems;
- Recommended procedures for LGAs to deal with complaints against Council Engineers, contractors and consultants involved with LGTP activities are developed and disseminated;
- At least 3 Transport User Groups established and their experience disseminated to other Councils;
- Formats for public information routines tested and disseminated;
- At least one report card system introduced and tested;
- Agreed governance M&E indicators for LGTP, and baselines.
- At least two Public Expenditure Tracking Studies on LGTP carried out or in progress.

19. Implementation Plan

The LGTP has been planned and designed as a long-term programme with a perspective of at least 10-15 years. To synchronise with the TSIP, of which it is a part, it will be implemented in 5-year phases. The first phase is from 1st July 2007 to 30th June 2012 (the Tanzanian financial year is July-June).

Planning and implementation will follow the Government's planning and budgeting cycle. This is a process that leads up to the announcement of the Government Budget in June each year followed by implementation between July and the following June. The timing of the relevant LGTP activities is shown in Figure 19.1 below.

Each annual workplan, including that of PMO-RALG, will show the timing of all LGTP activities for the year. As described earlier, plans for improvement and maintenance works in LGAs will be based on multi-year planning (see Chapter 14).

Figure 19.1: Annual Planning Cycle

Activities		FY1										FY2			
		Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	
1. Consultation with communities	LGA	■	■	■											
2. Inventory & condition surveys (ADRICS)	Council Eng.	■	■	■											
3. Issue ceilings	MOF/PMORALG				■										
4. Prepare draft workplan & proc plan	Council Eng.				■	■									
5. Approval by Councils	LGA					■									
6. Endorsement by Regional Secretariat	RS					■									
7. Review/analysis by PMO-RALG	PMO-RALG						■	■	■						
8. Final agreement on annual workplans	LGA								■	■					
9. Reading of Budget	MOF									■					
10. Modifications to workplans	PMO-RALG										■				
11. Agreement to Changes	LGA											■			
12. Performance Agreement	PMORALG/LGA												■		
13. Release Funds	RFB/MOF													■	
14. Award contracts	LGA													■	

Figure 19.2 below shows the overall implementation plan for LGTP based on the logical framework outputs and key activities. This strategic level programme will be complemented by operational level work programmes developed as part of the LGTP planning procedures. Each LGA will prepare annual work programmes for the roadworks. PMO-RALG will prepare an annual work programme for capacity building activities.

Figure 19.2: LGTP Overall Implementation Plan

Activities	2007/08	2008/09	2009/10	2010/11	2011/12
<u>Output 1. Optimal transport infrastructure attained.</u>					
Verify LGRICS inventory and road classification in each Council area	■				
Produce Council Transport Infrastructure Master Plans		■			
Complete roll-out of DROMAS	■				
VTTP rolled out to all districts	■				
Strategies for urban transport developed and tested		■	■		
<u>Output 2. Transport infrastructure adequately maintained.</u>					
LGTP Maint. manual produced & Disseminated to Council Engineers	■	■			
Skills of council staff in maint. planning and mgt. upgraded	■	■	■		
Framework contracts for routine maintenance introduced		■			
Trials on community contracts carried out		■	■		
Fund allocation formula refined		■	■		
<u>Output 3. Quality works achieved.</u>					
Training Needs Study carried out		■			
RS and Council Eng. trained in design, contract mgt, supervision, etc.		■	■		
Small-scale contractors trained (3-6 per district)	■	■	■	■	
Support for RS Engineers in monitoring & advising Council Engineers	■	■	■		
Standards, specifications & manuals reviewed and updated	■	■			
Appropriate standards docs produced and introduced in Councils	■	■			
System for monitoring feedback from communities established.		■	■		
<u>Output 4. Transport infrastructure rehabilitated/upgraded.</u>					
System of contract procurement streamlined	■	■			
Basic access established on 13,000km of LG roads	■	■			
1,750km of economically important roads rehab/upgraded	■	■			
320 km of urban roads rehabilitated or upgraded	■	■			
2,000km of unclassified community roads improved by VTTP	■	■			
30 wharves/jetties rehabilitated or constructed		■	■		
Trials on low-cost seals carried out		■	■		
<u>Output 5. Reliable access achieved.</u>					
Review and update the inventory of bottlenecks in LGRICS	■	■			
Install 20,000 cross drainage structures	■	■			
Improve 10,000 spots through embankment raising, spot graveling, etc.	■	■			
<u>Output 6. Operational capacity of PMO-RALG and LGAs enhanced.</u>					
Options for local gov. roads mgt reviewed and decision taken on RRA	■	■			
Supervision transport provided to all Councils and RS Engineers	■	■			
Council offices refurbished and equipped	■	■			
Councils trained in contract management and procurement	■	■			
Qualified staff recruited to all Council Engineer and RS offices		■	■		
Steering committees or transport user groups established		■	■		
<u>International Technical assistance</u>					
Technical Adviser - Planning	■	■	■		
Technical Adviser - Operations	■	■	■	■	
Technical Adviser - Monitoring	■	■	■	■	