# IMPROVED MAINTENANCE SYSTEMS FOR DISTRICT ROADS IN TANZANIA

# (AFCAP/TAN/019)

# FINAL REPORT

## INSTITUTIONAL ASSESSMENT AND NATURE OF ORGANISATIONAL BEHAVIOUR IN ROAD SECTOR INSTITUTIONS IN THE SELECTED DISTRICTS

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Prepared for:
**Crown Agents (DFID/AFCAP)**

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*Reducing Poverty by Enabling Access*

In association with: **Ambicon Engineering Limited**

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# List of Abbreviations

| | |
|---|---|
| AFCAP | Africa Community Access Programme |
| CBO | Community Based Organisation |
| CDO | Community Development Officer |
| CDA | Community Development Assistant |
| D.Eng. | District Engineer |
| DFID | Department for International Development (UK) |
| LBT | Labour-based Technology |
| LBM | Labour-based Methods |
| LGA | Local Government Authority |
| LGCDG | Local Government Capital Development Grant |
| MP | Member of Parliament |
| PMO-RALG | Prime Minister's Office – Regional Administration and Local Government |
| TASAF | Tanzania Social Action Fund |
| TANROADS | Tanzania National Roads Agency |
| VTTP | Village Travel and Transport Programme |

# EXECUTIVE SUMMARY

The institutional analysis study is a review of knowledge of local institutional behaviour including a baseline understanding of behaviour of institutions within the three pilot districts in Dodoma Region. The aim of the study is to provide an understanding of how institutional factors contribute positively or negatively to existing District Road Maintenance systems in order to provide an input towards an improved system of road maintenance (in terms of efficiency and effectiveness).

The assessment reviewed the existing institutional factors (working environment-culture, perceptions, attitudes, politics, leadership, capacity (financial and human), planning, procurement etc.), in order to find out how they affect the existing system of road maintenance and provided a set of recommendations and inputs that should be considered in the design and implementation of improved systems. A preliminary assessment of existing capacities at the Districts provided an input in the choice of the pilot districts for the study.

The scope of work covered an assessment and participation of local stakeholders (primary/secondary) and their engagement in the processes of road maintenance in the Pilot Districts of Mpwapwa, Bahi and Dodoma Municipality. This involved assessing their roles in planning and prioritization, implementation and monitoring of road maintenance works. The findings and analysis are presented in this report with clear / practical recommendations on how to improve the effectiveness and participation of local stakeholders' engagement in planning, implementation, and monitoring of District /Feeder Roads Maintenance.

The report is divided into four parts. The first part is an introduction that covers existing problems in road maintenance. The study started with an analysis of existing problems in road maintenance from the perspectives of the District engineers themselves. The following were expressed as the most pressing problems:

1) Limited budget
2) Political interference
3) Lack of motivated staff (low salary; lack of accommodation)
4) No community participation
5) Labour-based methods not fully used
6) Lack of equipment
7) Erosion problems
8) Lack of gravel material
9) Unsteady flow of funds
10) Lack of expertise in bridge maintenance

The second part of the study covered an analysis of stakeholders in the districts. Both Primary and Secondary Stakeholders were identified. The Primary stakeholders namely Communities in the Districts (Road and Transport Users), Private Contractors, Transport Operators and Local Elites. Secondary Stakeholders namely Political Representatives (Councillors, MPs), District Professional Staff (District Engineers), Road Fund Board, NGOs, PMORALG and Donors. Their main stake or benefit in road maintenance as well as their involvement in ownership of objectives and processes of Road Maintenance were analysed. The findings revealed that the primary stakeholders were not directly involved in the processes of road maintenance.

The study also assessed some of the organizational as well as social-cultural aspects including attitudes and perceptions of some of the key stakeholders in road maintenance. The findings revealed that the existing general perception is that Road maintenance is the Government's responsibility; and the politicians always keep on promising the electorate that the government will maintain roads. This is the reason why there is a lot of political interference in the Districts plans and priorities. There is also a lack of clear communication lines between the engineers' office and the politicians as well as other stakeholders. Suspicion and lack of trust prevails due to limited interaction between the District Engineer's office and stakeholders such as the contractors and the communities. Lack of motivation among District staff (engineering department) prevails since there are no incentives to perform such as job security and decent housing.

Maintenance is mainly carried out by equipment based contractors. There are no small scale or petty contractors that have been awarded significant road maintenance contracts in the pilot districts. Communities are involved only in a passive manner whereby they provide materials for road works when required. Some people from the district have attended training in Labour Based Technologies in road maintenance; most of them have never been awarded any contracts.

The third part of the study analysed community involvement and participation in road maintenance. Findings revealed that communities are not directly involved in District road maintenance. The experience of TASAF road projects in Bahi District was analyzed with the objective of identifying lessons learned for the AFCAP pilot. TASAF experience shows that communities should be involved in road maintenance works where appropriate. The study also makes some proposals on the process to be followed in involving the communities in this pilot study road maintenance.

The last (fourth) part of the study makes several recommendations that are aimed at determining how to build "genuine" partnerships that will enhance collaboration between district/private sector/communities/civil societies) in order to facilitate local 'ownership' over processes of road maintenance. This means that provisions should be made for districts to plan, design and implement road maintenance projects with higher stakeholder participation. This will encourage active involvement of stakeholders in the process.

The recommendations also contribute to preliminary design options to be adopted for implementation in the pilot districts; some issues have been proposed to be incorporated in the design of the various maintenance systems. Other issues are proposed to be used in the implementation and monitoring stages of the pilot study to enhance collaboration between the District Engineers' office and other Departments e.g. Community Development, as well as enhance Communication between District Engineers' office and the local politicians; others are external issues that impact on the study and need to be considered in order to facilitate impact of the study.

# 1 INTRODUCTION AND BACKGROUND

The aim of this report is to provide an understanding of how institutional factors contribute positively or negatively to the existing District Road Maintenance system.

The methodology includes a preliminary identification and assessment of local stakeholders (primary/secondary) and their engagement or participation in the processes of road maintenance in the Pilot Districts including planning, prioritization, implementation and monitoring.

The assessment covered the extent to which the existing institutional factors (organizational aspects, working environment including formal and informal relationships, culture, perceptions, attitudes, politics, leadership, capacity (financial/human), planning, procurement etc.) affect the existing system of road maintenance in order to provide a set of recommendations and inputs to the design and implementation processes.

The preliminary assessment will be used to:

- Contribute to preliminary design options that will be adopted for implementation in the pilot districts;
- Establish a baseline for future monitoring;
- Determining how to build “genuine” partnerships- that will enhance collaboration between district/private sector/communities/civil societies)
- Facilitate local ‘ownership’ over the processes of road maintenance by providing practical recommendations on how to improve the effectiveness and participation of local stakeholders’ engagement in planning, implementation, and monitoring of District /Feeder Roads Maintenance.

## 1.1 Existing Problems

The Road Network in the Districts is serviced and maintained by the District Local Government Authorities through funds from Road Fund Board, LGTP, LGCDG and TASAF. The Road Fund Board funding is by far the most significant and is the only funding dedicated primarily to road maintenance.

Many of the roads are in poor condition and are not passable all year round; about 40% of the roads are impassable during the rainy season and many of them are closed. The poor road conditions increase the cost and difficulty of transport of both people and goods, impacting negatively on the inclusion of people living in rural districts.

The main factors expressed by the members of staff (District Engineers Departments) as contributing factors to the poor state of the roads in the districts are:

- Heavy torrential rainfall causing erosion problems on the roads (especially in Mpwapwa)
- Inadequate budget allocation from the government and unsteady flow of funds
- Lack of experienced contractors, leading to shortage of plant and equipment

- Lack of adequate qualified technicians
- Political interference
- Lack of motivated staff (low salary; lack of accommodation, lack of job security)
- Lack of community participation
- Labour-based methods not fully utilised
- Lack of gravel material
- Lack of expertise in bridge maintenance

## 1.2 Historical Background of Road Maintenance in the Districts

Up to the late 1990s, the Government provided funds for the maintenance of district and feeder roads from the Consolidated Fund as part of the Grant to Local Government Authorities (LGA). For rural districts, the amount for each district was of the order of USD 20,000 per Council per year. The Councils were also expected to utilise some of the funds internally generated for road maintenance but, due to the meagre resources of the Councils, this was not practical. Occasionally the Councils were supported by the Government in terms of equipment such as tipper trucks, motor graders, etc. Given the low level of available funding, District Authorities carried out road maintenance by engaging local labour on a casual basis as and when (a) funds were available and (b) maintenance works had been identified.

Most rural districts were responsible for networks of around 500 to 1,000 kilometres in length. Therefore, the available amounts were grossly inadequate for carrying out regular and comprehensive maintenance of the network. Typically, districts would use the funds for spot improvement/repair works on certain roads. The Councils did not engage contractors for road maintenance works at this stage.

With the establishment of the Road Fund in 2000 and allocation of a percentage of the monies to the Councils for maintaining Local Government roads, funding for road maintenance increased significantly. By 2010, it has reached around USD 400,000 per Council per year. This increase in funding coupled with the Government policy on increased use of private sector (contractors) in road maintenance has fundamentally changed the way that district road maintenance is carried out. Councils contract out most of the road maintenance works. However, they still carry out certain maintenance works by force account to specified limits. PMORALG has prepared a guidance note on use of Road Funds that directs Council to maximise the use of contracting for road maintenance.

# 2 ANALYSIS OF EXISTING STAKEHOLDERS AND THEIR RELATIONSHIPS

The study commenced with an analysis of existing stakeholders in the road sector in the Pilot Districts. The analysis included an assessment of the formal and informal relationships between the District Engineer and the road sector stakeholders.

The following stakeholders were identified:

**Primary Stakeholders**

- Communities in the Districts (Road and Transport Users and beneficiaries of the road system)
- Private Contractors
- Transport Operators
- Local Elites(influential people such as local businessmen, and retired civil servants)

**Secondary Stakeholders**

- Political Representatives (Councillors, MPs)
- District Professional Staff (D.Engs)
- Road Fund Board
- Development Partners in the road sector in Dodoma Region such as DANIDA

The analysis shows that the primary stakeholders do not participate fully in the processes of road maintenance. The Communities in the Districts are not adequately involved in the processes of road maintenance although they have a main stake in it as the table no.1 below shows. When primary stakeholders are not involved in a development process, the result is a lack of sense of ownership and sustainability.

While the transport operators have formal relations with the Council in terms of road user fees etc., the District Engineer does not have any contact with them at any stage of the process of road maintenance.

Although the Local Politicians are involved in the processes of road maintenance from the planning stage, they have created many informal relationships with other stakeholders for the purposes of fulfilling their own personal objectives. This has caused a lot of interference in the implementation of the agreed plans. As a result, the District Engineers feel very insecure in their jobs. In order to avoid this situation it is therefore important to establish and enhance clear communication lines between the District Engineer’s office and local politicians.

The analysis concluded that there is a need for provisions to be made for Districts to plan, design and implement road maintenance projects with higher stakeholder participation.

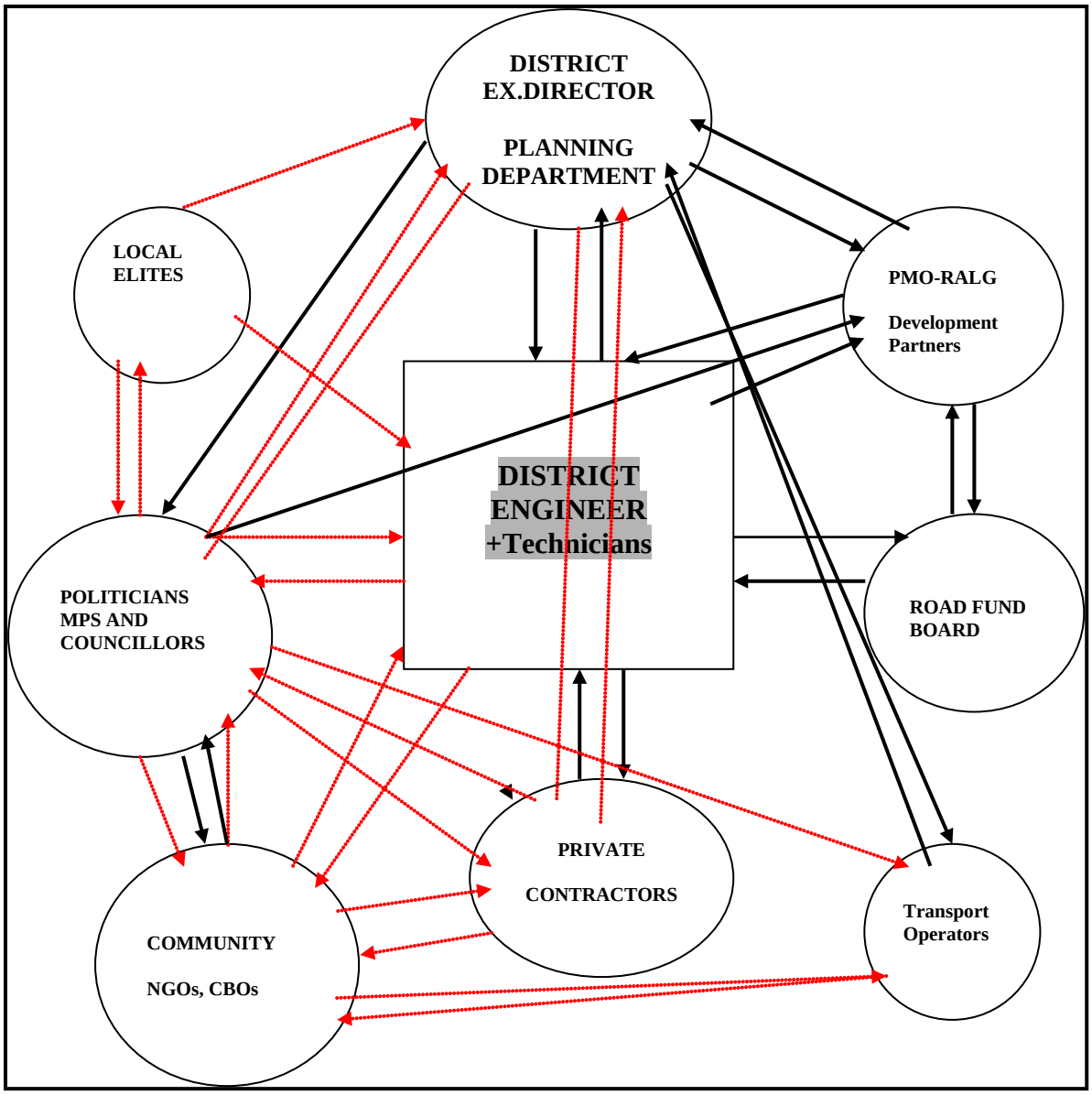
**Table 1: Analysis of Stakeholders and their stake in the Districts**

| | **Primary Stakeholders** | | | |
|---|---|---|---|---|
| | **Communities in the Districts (Road and Transport Users)** | **Private Contractors** | **Transport Operators** | **Local Elites** |
| Their main stake or benefit | Employment as labourers; Faster, cheaper more convenient travel and access | Profits and skills enhancement | Employment and vehicle operations, Cost savings | Patronage and Influence |
| Ownership of Objectives and processes of Road Maintenance | None | Limited | None | Limited |

| | **Secondary Stakeholders** | | | |
|---|---|---|---|---|
| | **Political Representatives Councillors, MPs** | **District Professional Staff (D.Engs)** | **Road Fund Board** | **Development Partners** |
| Their main stake or benefit | Votes and influence | Plan/Design/ supervise maintenance system | Maximising benefits for their client group | Improved and Reliable Accessibility |
| Ownership of Objectives and Processes Of Road Maintenance | Yes | Yes | Limited | Limited |

## 2.1 Formal and Informal Relationships Between District Engineers and Existing Stakeholders

Black = Formal relations
Red = Informal relations (dotted lines)



## 2.2 Issues of Funding

Lack of adequate funding as well as unsteady flow of funds was expressed by the staff as one of the main problems contributing to the existing state of the road maintenance system in the Districts. The study looked into the different sources of funding for the District roads and their management. After the analysis, it was found out that the problem is made worse by lack of absorptive capacity to utilize even the available or existing funds.

District and Feeder Roads management and administration is clearly defined to be the responsibility of Local Government Units. The problem of course is that the lower orders of roads (District and Feeder Roads, Village, and Community Roads) are managed by the lower levels of government administration that have **the least resources.** The Districts mainly rely on funds from the Road Fund Board for road maintenance. There are also funds from donors such as DANIDA for road spot improvements in some districts under separate projects.

All the District Councils adhere to Uniform Standards in the process of planning and funds requisition for road maintenance. The Councils prepare a list of works that needs to be done annually, and it is forwarded to PMO-RALG. PMO-RALG uses the information to prepare the annual work program and enters into performance agreements with the RFB on behalf of the districts. PMO-RALG has the job of compiling district requests on the amounts of works to be carried out based on available funding. The Board receives requests for financial allocations and progress reports on money disbursed. The Board arranges technical and financial audits through external consultants.

The Councils rarely allocate internally generated funds in their recurrent budget for road maintenance. Municipal Councils get more funds from the Road Fund Board than the Rural Councils. The main reason given for lack of allocation of local (own) funds for road maintenance was mainly due to limited revenue resource base. Bahi and Mpwapwa are rural Councils; the majority of the people are small farmers and livestock keepers. Revenue or taxes from these farmers are not adequate compared to the urban Councils like Dodoma.

In Dodoma Municipality, the Capital Development Authority develops roads, and later on hands them over to the Municipality for maintenance. Although the Municipality is in a better position to generate funds internally compared to the other Districts, the amounts are not adequate to cater for maintenance of the roads that exist.

Lack of clarity of the institutional responsibilities is hidden since a lot of emphasis has been placed on the inadequacy of funds. While the need for adequate funding is evident, there are critical institutional issues that require attention as discussed in the sections that follow.

## 2.3 Institutional Capacity:-Educational levels, Skills and Experience of Staff

The lack of capacity at the decentralised levels has been mentioned as one of the most challenging issues related to the provision of rural road maintenance. The devolution of responsibility has not been accompanied by the requisite capacity to shoulder that responsibility.

The term capacity building /development is perceived or understood in different ways. In some cases, it refers to activities aimed at developing structures, organizational mechanisms and processes, and human resources. In other cases, it is used in the sense of training and technology transfer. Capacity building in the road sector in Tanzania has been provided mainly through training.

The Districts strongest asset is the existence of qualified staff as summarized in the Table below:

**Table no.2: Existing Capacity in the Pilot Districts**

| **PILOT DISTRICTS** | | **DODOMA MUNICIPALITY** | **BAHI** | **MPWAPWA** |
|---|---|---|---|---|
| **Staffing** | Qualified Engineers | 4 | 2 | 1 |
| | Quantity Surveyors | 0 | 1 | 0 |
| | Full Technicians | 2(+2 in training) | 4 | 4(+1in training) |
| **Computer Equipment** | | | | |
| Desktop PC | | some | 1 | 3 |
| Laptops | | some | 2 | 1 |
| Printers | | some | - | 3 |
| **Availability of Local Contractors** | | ok | 1 LBT | 3 +(3 LB) |
| **Availability of Construction Equipment** | | ok | YES | - |
| **Availability of Transport for Supervision and Monitoring** | **Pickup** | 0 | 1 | 1 |
| | **Motorcycles** | 1 | 0 | 1 (+1) |

Institutional capacity to perform efficient and timely maintenance involves the ability of people and organizations to plan and manage the works successfully (with solutions that are cost-effective, utilising available funding resources in the most efficient manner). This requires:

- Capable Technical staff
- Thorough knowledge of the road network
- Sound procedures for road condition inventories
- Efficient planning procedures
- Effective procurement systems

- Good supervision
- Adequate logistical support
- Transparent and up-to-date reporting
- Reliable financial management
- Coordination among District Leaders

## 2.4 Inadequate Absorptive Capacity

The Council Engineers normally prepare plans, designs, drawings and bills of quantities for all the works. The engineers have access to local TANROADS engineer and Regional Secretariat Engineer for discussing engineering problems. These plans are presented and discussed at senior management meetings in the Districts. These management meetings are held on a weekly basis. However, the real situation is such that the District Engineers are overwhelmed with many other tasks apart from roads; they are also responsible for supervision of all civil infrastructure works in the districts including education and health such as primary and secondary schools, health centres and dispensaries etc. However, due to late procurement, the road contracts are not all completed until 2-3 months into the following year. This system works because the new allocations do not arrive until about September each year.

## 2.5 Organisational Aspects

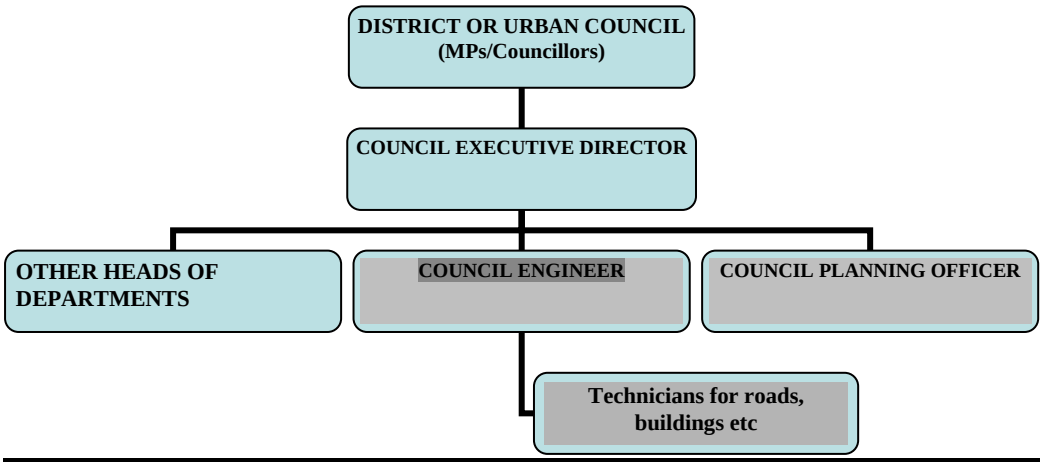
Local Government Authorities constitute a unitary governance system all over the country based on elected councils and committees and professional administration.

The highest legislative decision-making body is the Council, made up of elected Councillors. Daily business is run by the local-government civil service, headed by a District Executive Director. The District Executive Director is the chief executive of the Council and is therefore accountable for implementation of all projects in the District.

Local Governments however, are still not fully autonomous. Although the District Executive Directors (DEDs) are accountable to the Councils, the President appoints them. The Regional Commissioner or the District Commissioner has the power to intervene and take action to the extent of even firing an Executive Director in the interest of the public without any consultations with the Council. The Councillors can also fire the DED. However, the discretion of the District Councillors is limited to prevent abuse of power.

The organisational chart below shows that the District engineer is accountable to the District Executive Director and is a member of the senior management. He/she works very closely with the District Planning Officer. In each District there is one engineer who is responsible for roads and buildings (civil works). He supervises the technicians who work in close contact with him. In some districts there are also Assistant Engineers under the Council Engineer. The department of water has its own water engineer.

**Organisational Chart showing District Engineers (source: PMO- RALG)**




## 2.6 Cultural aspects –Attitudes and Perceptions towards Road Maintenance

The culture of work, how different people behave in an organisation, influence the way decisions are made. This is the reason why the study made an analysis on organisational behaviour (cultural aspects, attitudes and perceptions) and its influence in road maintenance in the districts. The cultural analysis made use of the following assumptions/issues:

- The Local Authority's mission, values and objectives are clearly and widely owned and understood by all -the engineer and his staff in the Local District
- The engineers are prepared to take risks where appropriate
- The engineers are at the forefront of innovative approaches
- Most engineers place the needs of users first and foremost when planning and delivering services
- There are strong incentives for engineers to achieve in performance of their services
- The local authority cares about its staff
- There is a high level of trust between top-management and staff
- There is a high level of trust between officers (engineers) and politicians
- Local authority fosters partnerships with and between civic groups
- Local Government leaders and staff adhere to a strict code of ethics
- Staff (engineers, technicians) is in contact with communities on a regular basis
- There is some mistrust between private contractors and staff (engineers)
- Staff interacts freely with each other.

### 2.6.1 The Culture of Maintenance

Generally in Tanzania, road maintenance was seen and often continues to be seen, as being a Government responsibility. **The prevailing general perception is that maintenance is an activity that needs to be done when things go wrong**. These attitudes are at the root of the maintenance problem in the Districts. This may be in part

cultural, and in part due to limited funding/finance because the District road network is large compared to the available funding. Routine maintenance rarely receives adequate funding. Hence, the prevailing attitude……you go to the doctor when you are sick; you mend your car when it breaks down…..you repair a road when it becomes impassable!! This analogy is understood within the context of Tanzania. Changing this attitude towards rural road maintenance requires a lot of effort. However, this must be addressed if the issue is how can we use the available funds in the most efficient and effective way?

### 2.6.2 Political interference.

There have been cases of political interference, whereby the plans and priorities for road maintenance are interfered with. Taking a narrow view, the stake for local politicians in road maintenance rests on the importance placed on it by their constituents. In simple terms, maintenance is often not as attractive or progressive as constructing new infrastructure that is more likely to win votes. Hence, they see the construction of new infrastructure as an end in itself. In addition, where maintenance responsibilities are not clearly defined, the politicians may be in a position to manipulate maintenance budgets while passing on responsibilities to other government bodies.

### 2.6.3 Elected Representatives (e.g. Members of Parliament and Councillors)

Elected representatives see little political benefits from promoting maintenance. Because of their limited tenure in office, their interest is in requesting and lobbying for funds for roads rehabilitation. Through this, they can show that they are bringing the services to their electorate.

Discussions of equity only figure in local political debate in relation to fairness among different areas or wards. This is a function of expectations that elected councillors will act as patrons to bring projects to their home village; such that planning allocations are matters of horse-trading among elected councillors. Of course, this is not unique to Tanzania or Africa, but typical of rural societies where councillors are seen as delegates of their communities and it simply illustrates the logic of patronage politics. Nor should one see this as entirely negative; the political pressure to ‘do something’ for one’s electoral base is a kind of responsiveness, even though not necessarily one that relates to ‘poverty alleviation’

**No glamour in preserving and maintaining the road network- it does not generate votes.** For politicians, there is little interest in proclaiming that they have managed to preserve the investments that were made by their predecessors because **they are not accountable** for the assets for which they have assumed responsibility. There is glamour in having bulldozers in the district feeder roads before elections! - This generates votes!!

### 2.6.4 The Perceptions of the District Engineers

Discussions with District Engineers revealed that different interests influence the decision concerning the priority of road maintenance works. Most Councils do not follow the approved road works programme due to interference by Councillors. Councillors influence the decisions made by the Council Engineer related to the type of intervention. However, efforts are being made to educate the councillors on this. The District Commissioners and Regional Commissioners sometimes interfere with the road maintenance plans/ implementation. There are cases whereby Regional Commissioners

have fired some District Engineers from their jobs. This situation makes the District Engineers feel very insecure and, therefore, it is not conducive for one to be creative in his/her work.

According to reliable sources, the District Engineers are paid well (comparatively) so that they can perform their functions effectively. However, for the technicians, their remunerations need to be reviewed; moreover, availability of decent housing is an issue especially when one is newly appointed. The Local Councils do not have houses for their new employees since most of them were sold by the central government order. However, Bahi (new District) is in the process of completing the construction of new houses for their workers. This is the reason why they have not moved to their new headquarters. In a rural District like Mpwapwa, it is very difficult for an officer to find decent accommodation. This is one of the factors that make Rural Districts unattractive to public workers.

### 2.6.5 Perception of Communities and Road Users

The perception from the communities and road users is that road projects are significant in terms of the improved and unlimited access they provide to their villages, the improved access they offer to health and education and the improved access they provide for agricultural trade. Road projects improve access to villages by visitors, encourage the start up of new projects and facilitate extension services. Incomes are improved because of the reduction in cost of transport, farmers are able to access markets, markets are accessible for produce and as a result, people have improved bargaining power on pricing.

Although they appreciate all the benefits of improved access, when it comes to their understanding and involvement in maintenance, they feel that it is the responsibility of the government to maintain the District Feeder Roads because they pay taxes virtually on every commodity they purchase. They know that the maintenance of the village and community roads is their responsibility, so their elected leaders should make sure that their district roads are maintained; otherwise, they would not vote for them.

### 2.6.6 Perceptions of Private Contractors

Suspicion and lack of trust still prevails between the private contractors and the Councils. This could be due to limited interaction and lack of adequate information and the procedures followed in procurement. Perceptions from the contractors are that the bureaucratic procedures cause delays and lack of transparency in works procurement; the deadlines/dates given are not certain so it becomes very difficult on their part to plan their works. They do not understand the cause of certain delays such as funding for road maintenance, while the information is provided to the public through the media/newspapers immediately when funds are released to the districts.

Discussions with one contractor and two entrepreneurs in Mpwapwa revealed that although they were asked to provide personnel for training in LBT, they have never been awarded any LBT contract. This is demoralizing, and it raises their suspicion that funds were diverted for other purposes. Although delays in trial contracts were caused by ATTI, it was not easy for them to understand this reason. They feel that there is lack of autonomy in the District engineering department that contributes to delays in procurements.

Most of the work done by private contractors is on periodic maintenance and spot improvement. A small scale contractor who had done some previous LBT works in Bahi felt that they should be given contracts of a minimum Tshs 300 million[1] because that is the amount that could sustain them in the business. He was of the opinion that all earth roads should be maintained using LBT methods because it is cheaper and it benefits more people. The use of graders on earth roads can damage these roads even more, especially when it rains as all the earth is eroded.

Since the local governments are financially constrained and the roads are many, to ensure that the rural roads are regularly maintained, they should adopt LBT methods because it is cheaper and simpler. Moreover, local people are familiar with the implements/tools used.

### 2.6.7 Coordination among District Leaders

The Regional Roads Board offers an opportunity for coordination and linkages at the Regional level. This is the forum whereby all the stakeholders in the road sector are represented.

However, there is limited coordination between Local Government officials, the Central Government officers operating in the districts, the oversight institutions, the civil society organization and the communities. The District Commissioner (DC) as a representative of the President in each district is responsible for coordinating the provision of Government services in the districts and for monitoring and inspecting the activities of Local Government Authorities among other assignments. These functions are often affected by such factors as poor coordination between the DC and Local Government officials and a low level of institutionalization and facilitation of the office of the DC. As a result, this can lead to some drastic actions or measures taken against the District Engineers as mentioned previously.

[1] On average each rural district receives about Tsh. 600 – 1,000 million per year from the Road Fund.

# 3 COMMUNITY INVOLVEMENT

Rural and Urban Communities are the main stakeholders in the road sector in Tanzania. Their involvement or participation is therefore a key factor in establishing an effective and efficient road maintenance system. This is the reason why this analysis devoted significant time in the assessment of community involvement in road maintenance. The findings will be used to design HOW the communities in the pilot districts can be involved from planning and implementation as well as in monitoring road maintenance works in a sustainable manner.

In Tanzania, established community practices for public infrastructure exist. In simple terms, participation here is used to mean active involvement of a community to take part or share in an activity. For the purposes of this analysis, we can identify six different types of Community Participation namely:

- passive participation,
- participation for material incentive,
- participation by resource contribution,
- participation by consultation,
- interactive participation
- Spontaneous mobilisation; (for more details see Annex 1.)

The existing District Road maintenance system involves the communities in a passive way. The people living close to the roads may be told what is going to happen or what has already happened either by the engineer or by the politicians or local leaders.

It is argued that if communities participate in the maintenance of rural roads, not only would this be more cost effective but it would have important developmental spin-offs. These would include improved cash income opportunities, skill development and greater sense of ownership. The shortage of local government funds means that community participation should increasingly be applied to routine and periodic maintenance.

Currently, communities in Tanzania are involved in construction of public (community) schools at primary and secondary levels as well as village dispensaries on a cost-sharing basis with the Government. When it comes to roads, communities are involved in the maintenance of their Village/Community roads (at the lowest levels) using their own resources and sometimes with the assistance of agencies such as TASAF.

District staff members are aware of the concepts of community involvement as well as labour-based technologies etc. but their adoption or use is extremely limited and there is no motivation to give it a real trial. The Procurement process includes the packaging of contracts that clearly favours equipment-based methods. All road works funded by the District Councils are contracted to private contractors with equipment although the performance agreements also indicate that they should make use of LBT methods.

The general perception whenever one mentions community involvement in road maintenance, is that this involves the recruitment and payment, for example, of large groups of unskilled labour, which are difficult to manage. Communities are only consulted when the District needs gravel, soil or timber (for road works) from their areas.

In Mpwapwa District higher terrains, (the mountains), Communities are involved in spot improvement on a self help basis (own free labour - no compensation). These communities are maintaining their community roads. The presence of a mixture of several tribes and especially the Hehe is a positive contributing factor. The Hehe are historically known to be responsive to community road maintenance on a self help basis. These Village roads form an important link to District and feeder Roads.

The staff in Bahi District is aware of LBT and involvement of communities in road works; they are willing to try it in the coming period of this study. Two people were sent for training in LBT at ATTI; they have already registered a company and have been awarded a contract by the Local Council. The contractor is the one who mobilized the communities. One of the contractors completed 2 kilometres of road formation using LBT and the quality of the works was good.

Interactions and collaboration among Engineering Departments exist. For example, District Engineers collaborate with Water Engineers. But typically the District Engineers do NOT interact and collaborate with Community Development Departments, which are responsible for mobilization of communities in the Districts. As a result, communities are not consulted in road maintenance. They are only consulted by the Engineer when there is a need for labourers.

Communities, road users and civil societies are involved through consultations (public meetings) in the planning and design stage (by TANROADS) when Regional/Trunk Roads are being rehabilitated/upgraded in order to create a sense of ownership, to participate in maintenance (clearing grass, drains etc.), as well as to identify and resolve contentious issues. In the case of maintenance of district feeder roads, however, this does not happen. The reason given was that the exercise of consultations with the communities along the roads is expensive, and the budget has no allocation for that purpose. The Community Development Department could carry out this exercise of public consultations if there were collaboration between the Engineer and Community Development Officer. Hence, facilitation of the exercise should be from the Community Development Department. **This way of collaborating and sharing of knowledge and information is a key factor in involving the communities in road maintenance.**

## 3.1 Planning and prioritization

Although Communities may not have a high level of technical knowledge, they have knowledge of the local area and the problems they face. This knowledge can be of great value in planning and deciding which road sections should be given priority in maintenance/improvement.

## 3.2 Involvement of Women

Women are involved in District road maintenance through employment by private contractors. The contractors use hired labour from the villages. According to the contractor who has carried some works in Bahi and Dodoma, women participate and perform the unskilled jobs while men perform the semi skilled jobs such as masonry work. He reports that women are more reliable than men because they finish their allocated tasks. Women also crush stones and sell to contractors on a per cubic metre

basis. However, since currently most of the district road maintenance work is equipment based only limited numbers of labourers are employed by contractors.

## 3.3 Perceptions of Women on Road Maintenance

According to the women from the pilot Districts, the District roads in their areas are normally the main roads owned by the District Governments and should therefore be maintained by the District Governments because people pay taxes on many commodities. The Village roads could continue to be maintained by the communities. If the Government wants the communities to participate in maintenance of the district roads, then the communities/women should be paid for their labour. However, they can work without payment on a village road; this would depend on the way they have been mobilized. The Village roads are important to them because they link to the main (District) Roads, and Communities (Villages) are very dependent on a good road system. Without good communication, they are isolated from development.

## 3.4 Experiences from TASAF

Through TASAF and the World Food Programmes, some communities have been involved in road maintenance in Mpwapwa, Bahi and Dodoma Municipality. However, there is no close interaction between the District Engineer and these programmes since they have their own management systems and coordination.

Discussions with the Community Development Department revealed that TASAF collaborates with Community Development Officers in the Districts. TASAF facilitates CDOs and CDAs to mobilize the communities accordingly. Communities are mobilized and trained in Participatory Rural Appraisal whereby they identify and prioritize their needs.

Women and men participate in TASAF projects on equal basis (50/50) and they are paid half the minimum wage for their labour; thus 50% represented their contribution. Participation is based on their status, i.e. those who are more vulnerable to poverty are eligible to participate because the objective is to assist them with some employment and income.

The experience of TASAF in road maintenance has not yet been tapped by the District Staff although the TASAF programme is nominally under the District Engineer's supervision. For example, some skilled work that could be done by local people from the communities / villagers, was instead done by hired people from elsewhere who did not do good work. The Study Team observed this in Maya Maya-Kondae Village Road (Bahi District) where the villagers were involved in manufacturing of culverts for a village road. The quality of the culverts was good. However, masons for installation of the culverts were brought from elsewhere by the district technician, and the result was that the culverts were washed away after the rains. This made the villagers very sceptical and it contributes to erosion of trust between the communities and the Local Government. The technicians supervise TASAF projects as well as others. The study team's perception is that the technicians also lack supervision from the District Engineers. Contacts between the District Engineers' office and the communities should be on a on a regular basis to get feedback on projects etc.

Discussions with TASAF headquarters revealed that TASAF II will also focus on District Roads. Hence, this is an upcoming window of opportunity for the District Engineers' office to collaborate with TASAF in planning and prioritization of District roads for maintenance.

## 3.5 Community Involvement - Village Govt. or Roads Committee?

Experiences from TASAF projects provide some useful lessons in involvement of communities. Communities differ in their culture, as well as their capacities to get involved in road maintenance. In Dodoma Region, when people are involved in road works, they have to be paid on the same day as soon as they have finished their piecework. They do not even want to be paid on a weekly basis. This should also be so for a private contractor. He needs to have adequate funds to pay the labourers on a daily basis.

According to the TASAF Coordinator, experience has proved that it is better and safer to work with Village Governments rather than Roads Committees. The Village Government is an official tier of the Government system while Village Roads Committees are ad-hoc committees set up by Village Governments or projects to address the particular concerns of village roads. Village Governments are legal entities while Roads Committees do not have legal status. When TASAF worked with the Village Roads Committees, they encountered problems. For example, either the Committee did not pay the labourers on time or they did not pay them fully. As a result, the quality of the work was poor. However, when TASAF worked with the Village Governments, everything went well. As a result, all future TASAF contracts will be made with the Village Governments..

According to PPRA guidelines G.N.No.97 section 75 (1), local communities are allowed to make procurements. However, the guidelines for this are not yet developed. Therefore, this Study will work closely with the District Community Development Officers to facilitate registration of local CBOs so that they can qualify to be registered with CRB. This would qualify them to be contracted for road works within their communities.

### 3.5.1 The Process

Based on the analysis, this study proposes the engagement of communities in road maintenance in the pilot districts using the following process.

**Screening**:
This will be the first step that will be done to assess whether road maintenance is a priority to the community; and to assess whether the project lends itself to community participation. At this stage, the District feeder roads have already been identified; so the Community Development officers will need to gauge the communities' willingness and intent to participate, as well as identify the type of participation we can expect from them**, based on the type of road maintenance (see Annex 1 on types of participation).**

**Assessment of capacity:**
The second stage is assessment of existing capacity. Capacity of the District Engineers office has already been done and this was a major component that determined the choice of the pilot Districts. The capacity of the Communities to participate is also an essential

element. For example, many communities will be willing to participate once, but in the longer term, they may be less willing. This analysis has found out that Mpwapwa District has a long history of participation in road works, and this is the reason why Community contracting will be tested in the area.
The Community Development Officers in Mpwapwa will assess capacity at community level in the Villages where the pilot road to be maintained has been identified in order to get some information in the following areas:

- Village Community organisational capacity,
- Natural resources, e.g. timber, soil, gravel and rock deposits can be used for maintenance,
- Human resources e.g. labourers, supervisors, retired technicians, **(see Annex 2 Community Capacity Assessment)**

Taking into account the above-mentioned factors, there is also a need to assess the capacity within the subgroups in the community, for example, existence (in numbers and skills) of men, women, and children, old, young, etc. Some of this information may be available with the Community Development Officer, or in the Village Profiles.

**Organisation forming and linking**
From the capacity assessment, knowledge of the community leadership structure will be gained. Within this structure, there will be a number of sub-committees that deal with different sectors, including village infrastructure. From the capacity assessment stage it will be clear whether or not they are capable of representing the community and participating in the project. If the committees are not capable, then they may need to be revitalised or completely restructured. The representation of the community in these committees is essential. If it is felt that a new committee is needed, the main issue is how well it fits into the existing council structure and what legal standing it will have in this structure and the rest of the administration.

**Planning and design**
To maintain the trust and relationship with the community that has been developed so far, their inclusion in the planning and prioritization stage is vital. Village representatives may not have high levels of technical knowledge but they will have knowledge of the local area and the problems they face and this knowledge can be of great value in deciding and prioritising which roads should be improved. The technicians could ask the Village Governments for their views in the planning stages.

Since road maintenance will invariably increase the mix of vehicles and the speed they travel on or near the community, this can lead to an increase in traffic accidents. These will have a direct negative impact on the community and so an awareness of traffic changes and discussion on mitigating matters can improve the relationship with the community. Therefore, accident black spots should be discussed along with ways to decrease them such as signs and traffic calming measures. After this first planning stage is finished the engineers and can start to apply their technical expertise and present their ideas to the community in the form of drawings, artists' impressions etc.

**Implementation**

If there is to be active and sustained community participation, the previous steps are essential for good participation in the implementation stage. The current use of private contractors has to make use of the opportunity to allow the local communities to actively participate in the implementation of a project. This participation may be at a number of levels:

- Skilled to unskilled labour for a large contractor.
- Unskilled and semi-skilled for a petty contractor.
- As contractors themselves.

The use of large contractors is common in the maintenance of roads in the districts.
The use of local people can be as skilled to unskilled labourers. Most local people do not have construction skills and will be employed as unskilled labourers, with the contractor bringing their own semi-skilled and skilled labour. In some cases the contractor will train local labourers, and may even use them again in subsequent works. Community members can be employed on a semi regular basis as semi and unskilled labourers to carry out tasks such as grass clearing and drain/culvert cleaning. With the use of labour-based techniques, the participation of these labourers could be expanded to periodic works such as re-surfacing or earth works repair.

Community contractors (or CBOs) could participate by getting contracts directly. To enable CBOs to participate, the job should be broken up into smaller contracts. However, Registration of CBOs as legal entities is mandatory (Annex 4/5). This will enable them to bid for works contracts. Small contractors can be sub contracted by the larger contractors. Another option the study recommends is to employ Community Contractors initially to allow them to gain experience and capital; thereafter start to introduce competitive bidding once they are established.

**Monitoring and Evaluation**

The social and economic effects contributing to the desired outcome will be monitored in the Villages under the influence of the identified roads in the pilot Districts. Communities from these villages should participate in this exercise through the local Village Roads Committees; likewise all identified stakeholders including CBO's will be involved. In these forums, progress of the works will be presented and discussed. This will be participatory monitoring. The following section provides a brief outline on monitoring of the changes during the study.

# 4 MONITORING OF CHANGES DURING THE STUDY

Monitoring of changes brought about by the pilot project interventions will be carried out through a process of systematic and critical review of their implementation in the three districts. The aim will be to check the operations against verifiable indicators and adapting them to prevailing local circumstances. This implies that monitoring will be a more frequent form of reflection at operational level. The overall objective is to measure the outcome of the interventions and their contribution to an improved system of road maintenance in terms of efficiency and effectiveness. Some of the indicators to measure the outcome have already been identified and discussed in the design workshop. A more detailed monitoring matrix will be designed in collaboration with the District Staff to ensure common understanding.

The institutional analysis also identified some community processes as well as socio-economic and cultural changes that should be monitored. The objective is to find out the contribution of these changes to an improved maintenance system. Changes to be monitored include working relationships and communication among District staff, socio-cultural attitudes, involvement of communities, involvement of other identified stakeholders, changes in household incomes, enhancement of skills among contractors, CBOs, Communities and other road workers (see Table 3 and Annexes 2.and 3).

The study will make use of participatory techniques in both monitoring and evaluation of the outcome of the improved infrastructure on the lives of the communities. Therefore household questionnaires, participatory techniques, local administration records etc. will be used as tools to collect data and information. Monitoring and evaluation of the actual community participation will be done as well.

Community participation in road works is new to many planners and engineers. Ongoing monitoring and evaluation of community participation will enable the staff to learn from experience, as well allowing the project to keep a track of progress and activities. This will be done through collection of information on activities such as number of village meetings, their attendance and by which stakeholders, number of CBOs involved in mobilization of communities, their actual involvement in road maintenance contracts etc.

The engineers have the knowledge, experience and procedures to carry out the more quantitative elements of monitoring road works activities. Communities on the other hand, have the local knowledge about the area, so they can play a great part in monitoring. For example if the road has been done to a poor standard, the community who use the road will soon say so, **as long as they have a channel to do so;** also if there is a part of the works that they feel needs changing they can often assess this as well.

Since road maintenance is a long-term activity, if community participation has proved to be useful, it needs to be sustained. For sustainability, there needs to be willingness on the part of the community as well as willingness on the part of the engineers, planners and other local officers. This willingness will culminate in the overall outcome that will be monitored using the identified indicators.

Indicators specifically link a project's inputs and activities with quantified measures of expected outputs and impact. With indicators, monitoring and evaluation is more compelling because it is objective and not based on personal judgments or pure description.

At the beginning of the projects implementation, baseline data and information will be collected using quantitative and qualitative methods. This data will assist in setting the benchmark that should be complimented with updated socio-economic profiles of the districts. The tools to be used to collect baseline information and data will be questionnaires and checklists (**see Annex 3**) as well as focus group discussions that will be used to gather qualitative data and information that will form the basis for developing case studies.

Monitoring of institutional changes as well as socio-economic changes and outcome will make use of the proposed indicators in **table no.3** below. This list however, may change in the course of the study process depending on the experience of the District staff in testing these indicators.

## Table No.3 Monitoring Indicators for Social –Economic /Cultural changes

| OUTPUT | INDICATORS | MEANS OF VERIFICATION |
|---|---|---|
| Enhanced Community involvement in maintenance works | number of person-days of employment in roadworks created | contractors records |
| | number of women person-days employed | contractors records<br>written terms of reference |
| | skilled/semi skilled Jobs created in ……..villages | Village records |
| | Road Committees established in ……..Villages/Districts | Village records<br>Council records |
| | | |
| | Number of CBO's registered with the districts | Register of CBO's in the Districts |
| | Number of CBO's registered with CRB | Register of Contractors with CRB |
| | Number of Community Contractors/ CBO's awarded contracts | Council records |
| | Number of small-scale contractors using LBT | Minutes of meetings |
| Enhanced communication between District Engineers offices and local politicians | Number of awareness meetings between the District Engineers and local MPs and Councillors<br>Maintenance works implemented according to approved plans<br>Regular consultative meetings with local politicians established | Council records (District Engineers records)<br><br>Council records |
| Enhanced communication between District Engineers offices and local Communities | Regular consultative meetings with communities established | Council records |
| Enhanced absorptive capacity among district engineers | Timely utilization of allocated funds from Road Fund. | |
| | No backlog | |
| Enhanced collaboration between District Engineer and Community Development Department | Joint meetings/ field visits to project areas | Council Records,<br>Department records |
| | CD Officers actively involved in road maintenance processes (awareness creation, Community capacity assessment, mobilization of communities, and registration of CBOs). | Progress reports |
| Enhanced capacity among District Engineers in road maintenance | District Engineers designated Roads Engineers and focus on road maintenance | PMO-RALG records<br>Council records |
| Lower Transport costs | Travel time to markets, schools, and healthcare facilities reduced. | Survey Data (interviews) |
| | Higher traffic volumes (including NMTs & pedestrians) | Traffic counts |
| | More cash crops sold | Survey data |
| More reliable access | Reduction in length of time when the roads become impassable | Survey data |
| | New or increased bus services | Survey data |
| | Increase in types of vehicles able to use the road (e.g. passenger cars) | Survey data |

# 4 RECOMMENDATIONS

Based on the study findings and analysis, the study made some the following recommendations are based on the study findings. Some issues have been proposed to be incorporated in the various stages of the pilot study; some should be incorporated in the design of the various maintenance systems; others are proposed to be used or incorporated in the implementation and monitoring. Although some issues are external, but however, have an impact on the study and need to be considered in order to facilitate the study.

1. The study findings and analysis clearly show that the District Engineers are overwhelmed with many other civil works including education and health projects apart from attending to other Council management meetings etc. to such an extent that they do not have adequate time to concentrate on roads maintenance. They need time to focus more on quality supervision; to have time to interact with different road stakeholders and also to be creative and innovative.

2. Currently, Communities are involved in District Road maintenance at a very passive level. They should be more actively involved through consultations during the planning and design stage as well as through implementation of maintenance projects. The study proposes the adoption of community contracting whereby CBOs or Village Governments (where suitable), are awarded contracts and will make use of the application of Labour Based Technology and Methods of road maintenance. This will ensure that not only skills are acquired and maintained within the communities on a sustainable basis, but also the people gain incomes and a sense ownership of the roads is created in the communities. Therefore, all systems of maintenance tested by the study should incorporate community consultations and promote their active involvement in implementation of road maintenance.

3. The study will assist the District Engineer in the identification of different stakeholders within the District and test the most suitable method of involving them in road maintenance. This will be done during the implementation stage since the planning and design has already been done.

4. Each pilot district should have one roads committee to facilitate consultation and dialogue between the district engineer and communities on issues relating to road maintenance. The planning departments should facilitate, where possible, the formation of these committees in the pilot districts by enhancing collaboration between the Engineers and the Community Development Departments. This should be done prior to implementation of the road works.

5. The benefits of community participation particularly apply to routine maintenance, which suits the skills profile of rural farming communities and can be adapted to fit in with the agricultural calendar/seasons. The study will therefore work out with the communities in the pilot districts and agree on the most suitable calendar for implementing routine maintenance activities in their areas; thereafter it will be incorporated in the district plans.

6. The existing channels of formal and informal communication between different stakeholders in the road sector within the pilot Districts are not conducive for fostering an efficient and effective road maintenance system. There is a need to establish clear communication lines between the District Engineers' office, the local politicians and other stakeholders. The district roads committee proposed to be set up by the planning department may be a starting point to this communication problem. An awareness programme will be prepared prior to implementation of the road works and conducted immediately after the new Councillors and Members of Parliament have been sworn in; this will be around November/ December 2010. In this awareness programme, the local politicians will be made aware of their roles and responsibilities in order to understand and adhere to proper channels of communication to avoid future interference in road maintenance works.

# ANNEXES

## ANNEX 1: TYPES OF COMMUNITY PARTICIPATION

| Participation Type | Characteristic | Example |
|---|---|---|
| Passive Participation | People participate by living in the area of the project. They may be told what is going to happen or has already happened but will have no other input | DISTRICT ROADS |
| Participation for material incentive | People participate by being paid for labour in food or cash, for a pre-determined project. This may be as a 'community' or as groups. | TASAF<br>Feeder Roads<br>World Food Programme projects |
| Participation by resource contribution | People participate by contributing a resource such as labour or money, to a pre-determined project | Donor Funded projects<br>Schools, Dispensaries<br>Water/Irrigation projects etc. |
| Participation by consultation | People participate by being consulted (perhaps with options) on projects where the majority of the decisions have been made. Their view may/may not be considered | TANROADS<br>Trunk roads<br>Regional Roads |
| Interactive Participation. | People participate by joining with external professionals in analysis of their situation, developing action plans and determining common projects | TASAF<br>VTTP |
| Spontaneous mobilisation | People participate by taking their own initiative independent of external professionals to change their situation. This may lead to self-help projects or requests to other institutions for assistance. | Village /Community Roads |

**ANNEX 2: Checklist for COMMUNITY Capacity Assessment/Monitoring**

| Resource | Possible indicators |
|---|---|
| Community | Village council members by sex.<br>Number of meetings in the period<br>Number of people attended by sex<br>Number of Committees responsible for maintenance.<br>Number of meetings held and Reasons for meeting.<br>Number of community actions taken<br>Reasons for those actions.<br>Number of people participating in actions desegregated by sex.<br>Number of people participating (as percentage of the community population). |
| Financial Resources | Expenditure by household.<br>Income by household.<br>Current level of taxes.<br>Past contributions. |
| Human | Number of people able to work, desegregated by skill and sex.<br>Previous experience of construction works.<br>Previous history of participation<br>Number and type of local/petty contractors. |
| Natural Resources | Type and availability of timber, soil, gravel, and rock deposits that can be used for maintenance activities.<br>Availability of water for maintenance activities.<br>Potential impact on the environment by removing resources. |

## District's Capacity Checklist-for baseline

| Area | Issues to explore |
|---|---|
| Financial | Funds currently available for maintenance per km.<br>Adequacy of those funds for maintenance.<br>Sustainability of those funds. |
| Human | Experience of community participation projects.<br>Number of staff with community participation experience.<br>Number of staff in contact with communities on a regular basis. |
| Organisational | Maintenance work plan |

## Steps in forming a Roads Committee

An initial one day workshop will be held with the Village Council/ Committee members that will cover:

- Roles/activities of road committees;
- Beneficial and technical issues related to road maintenance;
- Details of contract to improve the road.

An initial site visit along the road to be improved, involving representatives from the relevant roads committees.

A final site visit along the improved road, involving representatives from the relevant roads committees. Any other meetings as the need arises, in relation to road safety etc.

*(n.b. **capacity as used in this assessment:** is the ability to perform tasks and produce outputs, to define and solve problems and make informed choices).*

# ANNEX 3: QUESTIONNAIRES FOR BASELINE

1. What effect does the poor standard of the existing road have on the standard of living?

2. How often and for how long is the road not passable during the rainy season?

3. What are the main areas of employment in the villages?/locality/town

4. What employment is available to women? If this is principally growing food crops for sale, are the women involved in marketing of the produce?

5. How do they take their produce to the nearest market?

6. What medical facilities (clinics etc) are available in the villages, or where do villagers have to travel to for treatment?

7. How far do villagers have to travel to the nearest medical service/attend hospital; by what means of transport; and how long does this take?

8. Where are the nearest primary and secondary schools; and how children travel/get to these schools?

9. Is the village served by public transport? What is the frequency of the service, are fares reasonable/affordable?

10. If the road was made accessible/ maintained, will the villagers use it more and what effect will this have on the overall economy of the area?

## ANNEX 4. PROCEDURES FOR REGISTRATION OF CBO's

The applicant should forward an application to the District Council with the following attachments:

1. Two (2) copies of the Groups Constitution
2. A summary of minutes of the meeting that approved the constitution
3. Personal details of the leaders:
    - Chairperson
    - Secretary
    - Treasurer

N.B. The Community Development Officers are usually available for consultations and provide explanations and assistance in the registration of CBO's at District level.

## ANNEX 5. REQUIRED INFORMATION FOR PREPARATION OF CONSTITUTION (GROUPS and CBO's).

1. INTRODUCTION/GLOSSARY
2. NAME OF GROUP
3. ADDRESS OF GROUP AND HEADQUARTERS
4. AREA OF OPERATIONS
5. AIM AND OBJECTIVES OF THE GROUP
6. MEMBERSHIP
    - Types of members
    - Eligibility of membership
    - Cessation of member
    - Obligations of a member

7. SOURCE OF FUNDING FOR THE GROUP
8. ORGANISATIONAL SET UP AND ADMINISTRATION
    Chairman
    Secretary
    Treasurer

9. APPOINTMENT OF LEADERS AND THEIR DURATION
10. CONDUCT OF GROUP MEETINGS

## ANNEX: 6 PEOPLE CONTACTED

| s/n | Name | Organisation | Designation | Tel contact |
|---|---|---|---|---|
| 1 | Venus B. Kimei (Ms) | PMORALG | Ag Director Sector Coordination | 0713 233245 |
| 2 | Elina Kayanda (Ms) | PMORALG | Ag ADEP | 0754 448835 |
| 3 | Hilary Lyimo | PMORALG | Principal Engineer | 0713 540072 |
| 4 | Eng. Shemangale | PMORALG - | Principal Engineer | |
| 5 | Niels Kofoed | PMORALG | Technical Advisor | 0754 788396 |
| 6 | Cecilia A. Nzamwita | PMORALG | Principal Community Development Officer - VTTP | 0754 298784 |
| 7 | Jonson Nyingi | PMORALG | Principal Economist Transport -VTTP | 0755 550066 |
| 8 | Rehema Madenge | Dodoma | RAS | 0754 564548 |
| 9 | M.M. Mkwata | Dodoma RAS | RS Engineer | 0715 586521 |
| 10 | Luseko Kilembe | Dodoma MC | Civil Engineer | 0784 828107 |
| 11 | Mr. Bonaventura Luanda | Dodoma MC | Technician | |
| 12 | Hellen Minja (Ms) | Dodoma MC | Commmunity Development Officer | 0782 359030 |
| 13 | Hilda Mwasa | Dodoma Municipality | Commmunity Development Officer | |
| 14 | Rukia Nyange | TASAF-Dodoma Municipal | Coordinator | |
| 15 | Radegunda Mushi | TASAF-Dodoma | Accountant | 0754-069745 |
| 15 | HVD Kissa | Dodoma MC | Economist | 0787 164208 |
| 17 | Crispin Sukwa | CRINN Dev. Co. Ltd ( LBT Contractor) | DIRECTOR | |
| 18 | Frank T. Ernest | Bahi DC | Distr. Executive Director | 0784 846934 |
| 19 | Bakari H. Idrissa | Bahi DC | Ag District Engineer | 0714 580582 |
| 20 | Amede Amani | Bahi DC | DCDO | 0784 512897 |
| 21 | Hilda Mwasa | Bahi District | CDO | |
| 22 | Bernadetha K. Jammes (Ms) | Bahi DC | DPLO | 0713 586971 |
| 23 | Kevin Ponera | Bahi DC | Technician 2 | 0762 939244 |
| 24 | Rehema Nchimbi | TASAF -Bahi | Coordinator | 0786-547906 |
| 25 | Andrea G. Chezue | Mpwapwa DC | DPLO | 0784 378554 |
| 26 | K.M. Kayungi | Mpwapwa DC | District Engineer | 0784 912717 |
| 27 | Jackson A. Mwakasege | Mpwapwa DC | District Community Development Officer | 0786 692359 |
| 28 | Robert Kitimbo | Mpwapwa DC | DED | 0784-690526 |
| 29 | Christopher Maligana | Mpwapwa DC | Technician | |

| | | | | |
|---|---|---|---|---|
| 30 | Mr. S. Semango | Mpwapwa DC | Technician | |
| 31 | B.C. Muhegi | Contractors Reg. Board | Registrar | 0713 266044 |
| 32 | Eva M. Lupembe | PPRA | Manager, Gidelines Development and Dissemination | +255- 22-2121236 |
| 33 | Servacius B. Likwelile | TASAF | Executive Director | +255 22-2110597 |
| 34 | E. Machume | TASAF | Director of Operations | +255-22-2121096 |
| 35 | Eng. E. Kinasha | TASAF | Director Community Development | |
| 36 | Eng. A. Nsekela | Dodoma | Regional Commissioner | |
| 37 | **Members of the Regional Road Board** | | | |